

Social Security Bulletin

December 1939

Special Articles

**Federal Old-Age and Survivors Insurance:
A Summary of the 1939 Amendments**

**Estimates of Persons With 1937 Wage Credits
Who Attain Age 65 in Specified Years**

**Distribution of Public-Assistance Funds
Within States**

**Gainful Workers and Income
in Urban Single-Family Households**

**FEDERAL SECURITY AGENCY
SOCIAL SECURITY BOARD
WASHINGTON, D. C.**

Volume 2

Number 12

**FEDERAL SECURITY AGENCY
SOCIAL SECURITY BOARD**

WASHINGTON, D. C.

ARTHUR J. ALTMAYER, *Chairman*

GEORGE E. BIGGE

ELLEN S. WOODWARD

The Social Security Bulletin is published monthly under authority of Public Resolution No. 57, approved May 11, 1922 (42 Stat. 541), as amended by section 307, Public Act 212, Seventy-second Congress, approved June 30, 1932. Publication is approved by the Director, Bureau of the Budget, as required by Rule 42 of the Joint Committee on Printing.

The Bulletin is prepared in the Bureau of Research and Statistics, of which Ewan Clague is Director, and is under the editorial supervision of Mary Ross. It reports current data on operations of the Social Security Board and the results of research and analysis pertinent to the social security program. Expressions of opinion in signed articles represent viewpoints of the author rather than official opinions of the Board.

Correspondence in regard to published data should be directed to the Social Security Bulletin, Bureau of Research and Statistics, Social Security Board, Washington, D. C.

A limited number of copies will be distributed without charge to agencies directly concerned with the administration of the Social Security Act. The Bulletin is for sale by the Superintendent of Documents, Washington, D. C., to whom all orders should be addressed. The price for a single copy is 20 cents. The subscription price in the United States, Canada, and Mexico is \$2.00 a year; in other countries, \$3.75.

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SOCIAL SECURITY IN REVIEW

IMPORTANT AND far-reaching amendments to the Social Security Act which were approved August 10, 1939, become effective on January 1, 1940, a few days before the distribution of this issue of the Bulletin. The changes of most immediate general interest—those relating to the Federal program of old-age and survivors insurance—are summarized elsewhere in this issue. Other amendments effective with the beginning of the new year include those increasing from one-third to one-half the proportion of State expenditures under approved plans for aid to dependent children which may be met from Federal funds; increasing from \$30 to \$40 the maximum monthly payment to recipients of old-age assistance and aid to the blind which may be counted as a basis for grants of Federal funds; authorizing the payment by the Federal Government of one-half the administrative expenses incurred by the States under approved plans for aid to the blind; and requiring that State programs for public assistance and unemployment compensation include, as a condition of approval for Federal grants, provision for establishment and maintenance of personnel standards on a merit basis.

OPERATIONS under the employment security program during October reflected continuing expansion of industrial activity and improvement in employment conditions. More than 308,000 job placements in private industry were made through public employment offices during the month. The total of such placements again surpassed the highest total for any previous month in the history of the Employment Service. While the total for the month was only 7 percent above that for September, it exceeded the total for October 1938 by nearly 50 percent.

The active file of persons registered with the public employment offices declined during the month to less than 5.5 million as of October 31. This total was 4 percent below that at the end of

September and 30 percent below that at the end of October 1938. This decline occurred despite a slight increase in the number of new applications for employment received during the month. Reductions in the size of the active file were concentrated largely in the New England, Middle Atlantic, and East North Central States.

During October the number and amount of unemployment benefit payments declined to the lowest totals for any month in 1939. Payments during the month amounted to approximately \$26.7 million, a decrease of nearly 21 percent from the total for the preceding month. All but 8 States, Alaska, and Hawaii reported decreases in the amount of benefit payments for the month. Hawaii, in which benefit payments exceeded the previous month's total by more than 40 percent, was the only jurisdiction to report an increase of as much as 10 percent in the amount of benefit payments. In addition to benefits paid under State unemployment compensation laws, payments totaling \$977,000 were made under the Railroad Unemployment Insurance Act, a decrease of 30 percent from the September figure. Claims from unemployed railroad workers also declined in October.

There was an increase of more than 20 percent, however, in the number of initial claims for unemployment benefits received in local offices of State employment security agencies. Increases of 20 percent or more in the number of such claims were reported for 22 States, Alaska, and Hawaii. To a large extent, the increases were attributed to the filing of new claims by workers who had been ineligible for benefits in previous calendar quarters and to curtailment of operations in seasonal industries and industries affected by labor disputes.

THE AMOUNT of public assistance and earnings of persons employed under Federal work programs in the continental United States in October increased by a little more than 4 percent over the

total for the preceding month, but was about 16 percent below that for October 1938. The increase recorded for October was the first since March of this year. The rise was accounted for principally by an increase in earnings of persons employed on projects operated by the Work Projects Administration, which amounted to nearly \$98.3 million for the month or 36.6 percent of the total. Relatively large increases were reported also for payments for student aid by the National Youth Administration, and earnings of persons enrolled in the Civilian Conservation Corps. A slight increase was reported in the amount of obligations incurred from State and local funds for general relief extended to cases for the month, and a slight decrease occurred in the amount of payments to recipients of the three special types of public assistance.

The numbers of recipients under nearly all types of public-aid programs also increased during October. The number of cases receiving general relief from State and local funds for October, however, decreased slightly from the total for the preceding month. The estimated unduplicated total of households receiving one or more of the several types of public assistance and earnings under Federal work programs increased by nearly 5 percent over the total for September. The total number of households for October was slightly more than 6 million, comprising nearly 17.2 million individuals.

THE BUREAU of Old-Age and Survivors Insurance continued during October its activities in preparation for the inauguration of benefit payments in January 1940, which have been described in previous issues of the Bulletin. Progress was also recorded during the month in the consideration of an appeals organization and procedure, investigation of the causes of "multiple" account numbers, extension to additional States of the plan for forwarding to the Board copies of statements or forms providing information on the death of holders of social security account numbers, and in planning procedures for settling claims and paying monthly benefits.

Experience in processing wage reports already received for the first half of 1939 indicates that the identification of wage items for that year will entail far less difficulty than was the case for the first 2 years of employer reporting. Of the \$13.3

billion represented by the 1939 wage items which had been processed by the end of October, the wages represented by those items for which employers had failed to specify social security account numbers constituted less than 1 percent.

THE SOCIAL SECURITY BOARD has been requested by Paul V. McNutt, Administrator of the Federal Security Agency, to bring to completion by January 1, 1940, or as soon as possible thereafter, its studies of proposals relating to a system of unemployment compensation for seamen. "Doubtless Congress will desire to consider legislation of this character," Mr. McNutt declared. "The necessity for speedily enacting such a program," he continued, "was emphasized by the recent neutrality legislation. Our seamen were extended the protection of old-age and survivors insurance at the last session of Congress, and the desirability of unemployment compensation protection was recognized."

"There are many technical problems peculiar to maritime employment, however," Mr. McNutt declared, "and these are at present receiving intensive study. The Social Security Board is working in cooperation with other Government agencies and is consulting with various representatives of groups which will be affected." The Social Security Board, in its report to the President and the Congress on proposed changes in the Social Security Act, had recommended an unemployment compensation system for seamen, and it has continued its study since that time of the problems involved in extending the protection of unemployment compensation to maritime workers.

PRESIDENT ROOSEVELT has approved the recommendation of the Planning Committee of the White House Conference on Children in a Democracy, adopted on October 5, that the Conference be called into session January 18-20, 1940. In a letter to the Secretary of Labor, who is Chairman of the Conference, the President declared: "I am in hearty accord with the statement of the Planning Committee to the effect that events in Europe must not be allowed to divert the attention of the American people from the task of strengthening our democracy from within, and that the needs of childhood require particular attention at the present time."

FEDERAL OLD-AGE AND SURVIVORS INSURANCE: A SUMMARY OF THE 1939 AMENDMENTS *

THE AMENDMENTS to the Social Security Act, which became law on August 10, 1939 (Public, No. 379, 76th Cong.), revised provisions for the Federal old-age insurance system in four major respects:

1. Advance in the date of first payment of monthly benefits to January 1, 1940, to make the benefits immediately effective.
2. Increase in the average amounts of benefits payable in the early years.
3. Extension of scope to provide protection for certain dependents of beneficiaries and survivors of insured workers.
4. Liberalization of eligibility requirements to provide protection for more persons now aged or approaching retirement age.

The effect of these amendments is to shift the emphasis of the system from protection of the individual worker and principles of individual equity to protection of the family and a recognition of the broader goal of meeting social needs. In addition, certain changes in the financial framework of the system and in taxing provisions were made by this legislation, which amends both the Social Security Act and the Internal Revenue Code.

With the exception of an amendment discontinuing the lump-sum amounts previously payable to covered workers at the age of 65, which became effective immediately upon the signing of the act, and the inclusion of workers over age 65 which was in part made effective January 1, 1939, the major changes to establish the present system of old-age and survivors insurance become effective as of January 1, 1940. The types of benefits payable under the old-age and survivors insurance plan are:

1. Primary insurance benefits, which are old-age insurance benefits for wage earners who have attained the age of 65 and who are "fully insured" under the program (as explained later).
2. Wife's insurance benefits for wives aged 65 and over of wage earners entitled to primary insurance benefits.

3. Child's insurance benefits, for children under the age of 16, or under 18 if attending school, of wage earners entitled to primary insurance benefits and of deceased insured wage earners.

4. Widow's insurance benefits for widows aged 65 and over of wage earners who died fully insured.

5. Widow's current insurance benefits for widows of any age caring for the dependent children of wage earners who died either fully or "currently insured" (as explained later).

6. Parent's insurance benefits for parents over age 65 of wage earners who died fully insured leaving no widow or unmarried surviving child under the age of 18.

7. Lump-sum death payments under certain circumstances.

The following paragraphs summarize briefly the conditions under which the several types of benefits are payable and certain related provisions. This explanatory statement is offered merely for informational purposes. It does not have the effect of law, regulation, or ruling, and should be supplemented by reference to the legislative provisions noted in the text. In the interest of brevity, certain minor limitations and administrative provisions have been omitted.

I. Covered Employment and Wages

As in the original act, taxes and benefits depend on wages received in covered employment. Although the definitions of "employment" and "wages" in the benefit provisions are worded a little differently from those in the taxing provisions, the meanings are almost the same. When there is an actual difference between taxable wages and wages creditable toward benefits or when there is an apparent difference in the terms, a distinction is made in the following explanations of the definitions.

a. *Employment.*—As in the original act, "employment" is defined as all services performed by an employee for an employer (the terms employee and employer being used in the ordinary sense) except certain specified exclusions. In the ordinary sense of the terms, employee includes an

* Prepared by the Bureau of Old-Age and Survivors Insurance, Analysis Division, Actuarial Section.

officer of a corporation and employer includes individuals, trusts, estates, partnerships, and corporations. These ordinary meanings apply both in the taxing provisions and in the benefit provisions. Effective January 1, 1940, the following changes will be made in the exclusions of services excepted under the original act: The exclusions of seamen and of employees of Federal instrumentalities have been narrowed; agricultural labor has been defined so as to enlarge the exclusions thereunder; and many less important modifications and clarifications have been made. Exception of services performed for a foreign government, or for an instrumentality of a foreign government (when equivalent exemptions are granted by such foreign government to employees of the United States and its instrumentalities), is made retroactive to January 1, 1937.

Under the original act, wages with respect to services performed after age 65 were not taxable and did not count toward benefits. The age limitation now contained in the definition of employment applies only to services after age 65 performed *prior to 1939*. Services performed in 1939 and thereafter are thus considered to be employment regardless of the employee's age, and wages received for such employment are taxable and are counted toward benefits. The employer must pay his tax retroactively to January 1, 1939; but, unless he collects the tax from the employee, he is liable for the employee's tax for services performed prior to August 10, 1939, only to the extent that the employer has in his control on or after November 8, 1939, amounts of remuneration belonging to the employee. See also XVI (c.)

In some instances, an employee may perform services for a single employer some of which are included and some of which are excluded by the definition of employment, as, for example, work in a store and on a farm. In order to simplify accounting in such instances, it is provided that each customary pay period (or each period of 31 days whenever the customary interval of pay is longer) shall be considered separately and all the work done in each such period shall be treated as a unit. All the services performed in any one such period are then considered to be employment if at least half the time was spent in covered services; if more than one-half the time in that period was spent on services excluded by the definition of employment, none of the work done in that period is considered

to be employment. This unit rule is not applicable to an employee any portion of whose services for a single employer during the pay period is covered under the Railroad Retirement Act; all services of such employee must be accounted for exactly. (209 (b), (c), (1); 606; 1426 (b), (c), (d), (f), (h) IRC; 905 (a))¹

b. *Wages*.—As in the original act, the term "wages" means all compensation for employment (including the cash value of all payments in kind) with certain exceptions. These exceptions have been somewhat amplified.

The original act excluded from "wages" remuneration in excess of \$3,000 received from a single employer with respect to employment in any one calendar year. This exclusion is likewise to be found in both the benefit and the tax provisions of the amendments. However, for benefit purposes this exclusion has been further extended so that, beginning with the year 1940, all remuneration in excess of \$3,000 which is earned by an employee in any one calendar year is excluded from wages whether the services are performed for one employer or for more than one employer. No corresponding change is made in the taxing provisions. Accordingly, both employer and employee taxes are levied on the first \$3,000 of remuneration paid with respect to any employee by each employer for employment in a calendar year. Since two or more employers may thus make deductions from an employee's pay for his part of the tax based on wages of which part are not creditable toward benefits, a provision is made for refunds to employees in such cases. This is explained in connection with taxes in XVI (b).

Effective January 1, 1940, certain other types of remuneration have been excluded from wages (both for tax and benefit purposes). The principal objectives of these exclusions are to incorporate the substance of previous rulings or to avoid the nuisances of accounting for certain types of remuneration in small amounts not paid in cash. Among these exclusions, enumerated in the definitions of wages, are employer contributions under certain kinds of plans established to provide benefits for employees in the event of retirement, accident, sickness, medical expenses, hospitalization expenses, or death. Employees' social security

¹ The section references denote sections of the amending act except those marked IRC which are sections of ch. 9, subch. A, of the new Internal Revenue Code, in which the taxing provisions of the amendments will be inserted.

taxes paid by an employer without deduction from the employees' pay and dismissal payments not legally required of an employer are likewise excluded from wages. (209 (a); 602 (b); 1401 (d) IRC; 606; 1426 (a) IRC)

II. Insured Status

For the purposes of determining who may qualify for the various types of benefits, the terms "fully insured individual" and "currently insured individual" are used. In the definition of the first of these terms, the term "quarter of coverage" appears.

a. A *quarter of coverage* is a calendar quarter in which an individual has been paid not less than \$50 in wages. (Special provision is made when \$3,000 of wages has been paid to an individual in less than four quarters in a year, because no wage record will be made for that individual in subsequent quarters of that year. In any case in which an individual has been paid in a calendar year \$3,000 or more in wages, each quarter of such year following his first quarter of coverage shall be deemed a quarter of coverage, excepting any quarter in such year in which such individual dies or becomes entitled to a primary insurance benefit and any quarter succeeding such quarter in which he died or became so entitled.)

A "quarter of coverage" may be acquired at any time after 1936 whether before or after age 21, or before or after attainment of age 65. In other words, any quarter in which the individual was paid \$50 or more in wages is counted as a quarter of coverage whether or not it occurred during the period of "elapsed quarters," explained in the next paragraph. (209 (g))

b. *Fully Insured Individual*.—For the primary and supplementary benefits, and for certain of the survivors benefits, the wage earner must be "fully insured." To be fully insured an individual must satisfy either one of the following two requirements: (1) He must have had at least half as many quarters of coverage as the number of calendar quarters elapsing after 1936 or after the quarter in which he attained age 21, whichever quarter is later, and prior to the quarter in which he attained the age of 65 or died, whichever first occurred, and in no case less than six quarters of coverage; or (2) he must have had at least 40 quarters of coverage.

The requirements for fully insured status can

best be understood if the term "elapsed quarters" (referred to above as "calendar quarters elapsing") is explained.

Elapsed quarters include all quarters in the normal working lifetime of an individual, except, of course, any quarters occurring before 1937 when the program first went into effect. The quarter in which the individual attained age 21 and all prior quarters, and the quarter in which he attained age 65 or died and all subsequent quarters, are not counted in the number of elapsed quarters. If the number of elapsed quarters is odd, such number is reduced by one before applying the rule for determining the required number of quarters of coverage for fully insured status.

The general rule is that to be fully insured an individual must have had at least half as many quarters of coverage as the number of elapsed quarters. However, a minimum of six quarters of coverage is required if the number required by the general rule is less than six. Furthermore, if a person has 40 quarters of coverage he is fully insured, regardless of the requirement of the general rule.

In other words, if the number of elapsed quarters is 13 or less, the required number of quarters of coverage is six. Thus, for any person who has already reached age 65 or who attains age 65 or dies in the first half of 1940, the minimum of six quarters of coverage will suffice. For a person who attains age 65 (but not necessarily for a person who dies) in the last half of 1940, seven quarters of coverage are required; in the first half of 1941, eight quarters of coverage; in the second half of 1941, nine quarters of coverage; and so on. For every two additional quarters elapsing, an additional quarter of coverage is required until 1957, when the maximum requirement of 40 quarters of coverage becomes effective. The same number of quarters of coverage are required for persons who die before age 65 in the respective periods, provided they attained age 21 before 1937; otherwise the required number depends upon the date at which age 21 was attained as well as upon the date of death. (209 (g))

c. *Currently Insured Individual*.—In order that protection for orphans and widows caring for orphans may become available even when a wage earner has not had a considerable period in covered employment before his death, benefits are payable not only to such survivors of fully insured individ-

uals but also to such survivors of "currently insured individuals." Certain lump-sum death payments may also be paid with respect to either type of individual.

A currently insured individual is an individual who has been paid wages of not less than \$50 for each of six or more quarters out of the 12 calendar quarters immediately preceding the quarter in which he died. It may be noted that the quarter of death is not counted either in the six quarters required or in the 12 quarters examined for determination of currently insured status.

Ordinarily, the quarter in which wages are paid will be presumed to be the quarter for which such wages are paid. This presumption may be overcome if evidence is presented showing that certain wages paid in a given calendar quarter were paid for a different quarter. (209 (h))

d. Thus, an individual may be currently insured without being fully insured. All the monthly benefits are payable with respect to fully insured individuals; but if a wage earner was only currently insured, only his surviving orphans and widow caring for them can receive monthly benefits. (202; 209 (g), (h))

e. *Example 1.*—"A" attained age 65 on May 4, 1940. He worked regularly and received wages of \$25 a week from January 2, 1937, to February 15, 1938. He did not work or receive wages again after that date until April 1, 1940, when he went back to his old job at the same rate of pay and worked until November 15, 1940, after which date he retired.

A has eight quarters of coverage—four in 1937, one in 1938, and three in 1940. The number of elapsed quarters is 13—four each in 1937, 1938, and 1939, and one in 1940. The required number of quarters of coverage is six; therefore A is a fully insured individual.

Example 2.—"B" attained age 21 on November 22, 1937. He worked in July, August, and September 1937, and received wages of \$20 a week. He did not work again until June 1, 1941, when he obtained a job in covered employment and received wages of \$30 a week until his death on October 3, 1942.

B has seven quarters of coverage—one in 1937, three in 1941, and three in 1942. The number of elapsed quarters is 19—four each in 1938, 1939, 1940, 1941, and three in 1942. The required number of quarters of coverage is nine;

therefore B is not a fully insured individual.

However, B is a currently insured individual, since he received wages of at least \$50 for six of the 12 quarters immediately preceding the quarter in which he died.

III. Average Monthly Wage

The amounts of all benefits are directly or indirectly dependent on the average wage of the individual with respect to whose wages the benefits are payable. This fact represents a further recognition of the fundamental purpose of social insurance, i. e., to replace the wages lost which formerly provided support for the beneficiaries. As a general rule, the average monthly wage is determined by dividing the total wages paid to the individual by the total number of months in which he could have earned wages. The wages in the quarter of entitlement or death are excluded, and the months in the quarter of entitlement or death are not included in the divisor. The exact numerator of this quotient is the total legally defined wages paid to an individual before the quarter in which he died or became entitled to receive primary insurance benefits, whichever first occurred. The exact denominator is three times² the number of quarters elapsing after 1936 and before the quarter in which he died or became entitled to receive primary insurance benefits, excluding any quarter prior to the quarter in which he attained age 22, except those in which he received \$50 or more in wages, and any quarter after the quarter of attainment of age 65 which fell in 1937 or 1938 (during which years remuneration earned by persons over age 65 was not creditable).

This method of determining the average monthly wage gives an average of the employee's monthly wages in covered employment over that part of his working lifetime subsequent to the original date on which the old-age insurance provisions became operative, regardless of whether he was actually engaged in covered employment during the entire period. This has the result of reducing the average wage of and consequent benefits to any person who is not a full-time participant in the system. Such a course is necessary in order to safeguard the system against disproportionate payments to those who are in covered employment and are contributors for only part of

² In order to reduce the quotient from a quarterly to a monthly basis.

the time they might have been covered. (209 (f))

Example 1.—"A" has worked on a job in covered employment and has received a regular salary of \$100 a month payable on the last day of the month since the beginning of 1937. He attained age 65 on September 1, 1938. He continued to work at the same job and salary until he retired and became entitled to benefits on September 1, 1940.

A's total wages used in the numerator are \$3,800—\$1,200 in 1937, \$800 in 1938 (service performed after age 65 prior to 1939 is not "employment"), \$1,200 in 1939, and \$600 in 1940. (Wages in the quarter of entitlement are not counted in the total.) The number of quarters considered for the denominator is 13—four in 1937, three in 1938, four in 1939, and two in 1940. The denominator is therefore 39, and A's average monthly wage is \$97.44.

Example 2.—"B" is paid wages of \$15 a month during 1937 and up to January 1938, at which time his wages are increased to \$50 a month. He attained age 22 on October 7, 1937. He continues to receive wages of \$50 a month until his death on June 15, 1940.

The total wages used in the numerator are \$1,530—\$180 in 1937, \$600 in 1938, \$600 in 1939, and \$150 in 1940. The number of quarters considered for the denominator is 10—one in 1937, four in 1938, four in 1939, and one in 1940. The denominator is 30, and B's average monthly wage is \$51.

IV. Primary Insurance Benefits

a. After December 31, 1939, every individual who (1) has attained the age of 65, (2) is a fully insured individual, and (3) has filed application for monthly benefits, known as "primary insurance benefits," is to be entitled to such insurance benefits. (202 (a))

b. The amount of the primary insurance benefit is computed in two parts: (1) a basic amount equal to 40 percent of the first \$50 of average monthly wage plus 10 percent of the next \$200 of average monthly wage; (2) an increase of 1 percent of the basic amount for each year in which the individual was paid at least \$200 of wages in covered employment. (209 (e))

c. If the primary insurance benefit thus computed is less than \$10, it is raised to \$10 in all cases. Although there are maximum provisions

Table 1.—Old-age and survivors insurance: Illustrative monthly old-age benefits payable under the 1939 amendments¹

Years of coverage	Without dependents	With 1 dependent	Without dependents	With 1 dependent
	Average monthly wage of \$50		Average monthly wage of \$100	
3.....	\$20.60	\$30.90	\$25.75	\$38.63
5.....	21.00	31.50	26.25	39.38
10.....	22.00	33.00	27.50	41.25
20.....	24.00	36.00	30.00	45.00
30.....	26.00	39.00	32.50	48.75
40.....	28.00	40.00	34.00	52.50
	Average monthly wage of \$150		Average monthly wage of \$250	
3.....	\$30.90	\$46.35	\$41.20	\$61.80
5.....	31.50	47.25	42.00	63.00
10.....	33.00	49.50	44.00	66.00
20.....	36.00	54.00	48.00	72.00
30.....	39.00	58.50	52.00	78.00
40.....	42.00	63.00	56.00	84.00

¹ It is assumed that the wage earner was paid at least \$200 in each year to be eligible to receive the 1-percent increment. If this were not the case, the benefit would be somewhat lower. It is also assumed that the wage earner was paid at least \$50 in the requisite number of calendar quarters to acquire a fully insured status. "Dependent" may be an aged wife or dependent child entitled to supplementary benefits under the act.

² Maximum total benefits based on 1 wage record—80 percent of average monthly wage.

these do not affect primary insurance benefits. (203 (a), (c); 209 (e))

d. Primary insurance benefits begin with the month in which all of the requirements outlined in (a) are satisfied. The benefits end in the month preceding the month in which the individual dies. In certain special cases there may be deductions from the benefits as explained later in XIII.

e. *For example:* An individual who is paid \$100 a month from January 1, 1937, to retirement at age 67 on January 1, 1957, would receive a primary insurance benefit of \$30; whereas, if he had been paid \$100 a month during only half of this period, his average monthly wage would be \$50 and his primary insurance benefit \$22. (209 (e))

V. Wife's Insurance Benefits

a. A wife of an individual entitled to primary insurance benefits is entitled to monthly benefits based on her husband's wage record if all the following four requirements are satisfied: (1) She has attained the age of 65; (2) she has filed an application for wife's insurance benefits; (3) she was living with her husband at the time such application was filed; and (4) she is not entitled to a primary insurance benefit in her own right equal to or greater than one-half the primary insurance benefit of her husband. (202 (b))

b. The term "wife" means the wife of an individual who either (1) is the mother of such individual's son or daughter, or (2) was married to the individual prior to January 1, 1939, or prior to the date upon which he attained the age of 60 if such date is subsequent to January 1, 1939. See also XIV. (209 (i))

c. A wife is deemed to be "living with" her husband if they are both members of the same household, or if she is receiving regular contributions from him toward her support, or if he has been ordered by a court to contribute to her support. (209 (n))

d. The wife's insurance benefit is equal to one-half of the primary insurance benefit of her husband unless she is entitled to a primary insurance benefit in her own right. If she is entitled to a primary insurance benefit in her own right which is smaller than half of her husband's primary insurance benefit, her benefit will be the difference between the two plus her primary benefit. As explained above, if she is entitled to a primary insurance benefit of her own equal to or greater than half of her husband's primary insurance benefit, she will receive her own primary insurance benefit instead of a wife's insurance benefit. (202 (b))

e. Since every primary insurance benefit must be at least \$10, a wife's benefit will be computed at not less than \$5; in other words, the combined benefits of husband and aged wife cannot be less than \$15. (209 (e))

f. The combined primary insurance and wife's insurance benefits payable with respect to the husband's wages are subject to a maximum of \$85, or 80 percent of his average monthly wage, whichever is smaller. If there are any child's insurance benefits payable, the combined benefits are subject to an additional maximum, as explained later in VI (f). However, the maximum provisions are not imposed upon combined benefits of \$20 or less, and when combined benefits would otherwise exceed \$20 the maximums do not serve to reduce them below \$20. The maximum provisions as applied to the benefits payable with respect to the husband's wages do not affect any primary benefit to which the wife may be entitled from her own wages. (203 (a))

g. The wife's benefits begin with the month in which all four requirements mentioned in paragraph (a) are satisfied except for limited retroactive payments explained later in XV. The benefits

end with the month preceding the first month in which either she or her husband dies or they are divorced. (If the husband dies, a wife who was entitled to a wife's supplement becomes entitled to a widow's insurance benefit, provided certain additional requirements are met at that time.) She also loses her right to a wife's insurance benefit if she later becomes entitled to receive a primary insurance benefit equal to or exceeding one-half of the primary insurance benefit of her husband. See also XIII. (202 (b))

h. *For example:* If the wife of the individual in IV (e) is entitled to a wife's insurance benefit, the amount thereof would be \$15 or \$11, depending on whether the husband had worked in covered employment for all or half the 20 years. These would be reduced by the amount of any primary insurance benefit to which she is entitled in her own right.

VI. Child's Insurance Benefits

(Payable in conjunction with primary insurance benefits.)

a. Every child of an individual entitled to primary insurance benefits becomes entitled to monthly benefits if all of the following three requirements are met: (1) The child is unmarried and under the age of 18; (2) the child is dependent upon such individual at the time of filing application; and (3) the child has filed application for child's insurance benefits. (202 (c))

b. The definition of "child" includes a stepchild of an individual by a marriage contracted prior to the date upon which the individual attained the age of 60 and a child legally adopted by an individual prior to the date upon which the individual attained age 60. See also XIV. (209 (k))

c. A child is deemed dependent upon a father or adopting father if, at the time the child's application for benefits was filed, either of the following requirements is met: (1) Such individual was living with or contributing to the support of such child; or (2) the child is either the legitimate or adopted child of such individual and has not been adopted by some other individual. A child shall be deemed dependent upon the mother, adopting mother, stepmother, or stepfather, unless such child is receiving contributions toward his support from his father or adopting father or he is living with his father or adopting father. (202 (c))

d. The child's insurance benefit is equal to one-half of the primary insurance benefit of the person with respect to whose wages the child is entitled to receive such benefit. When a child is entitled to benefits with respect to more than one parent under VI or IX, the child's insurance benefit shall be equal to one-half of whichever primary insurance benefit is greater. (202 (c))

e. Since every primary benefit must be at least \$10, a child's benefit as computed will not be less than \$5. For example, a primary beneficiary, his wife over age 65, and one child will receive combined benefits of at least \$20 (provided both wife and child are also eligible for benefits). (209 (e))

f. The maximums placed upon benefits mentioned in V (f) apply also to the total of all monthly benefits payable with respect to an individual's wages. Besides these maximums, the total of all monthly benefits payable with respect to one individual's wages is also limited to twice the primary insurance benefit of such individual. The maximum of twice the primary insurance benefits has the effect of limiting to two the number of dependents (of a primary insurance beneficiary) who can draw full benefits. In other words, unless limited by the other maximums a primary insurance beneficiary with a wife over age 65 and one child can draw full benefits, or, if there is no wife over age 65, a primary insurance beneficiary and two children can draw full benefits. If there is a larger number of eligible dependents or if the other maximums serve to reduce the total benefits which would otherwise be payable, a pro rata reduction is made in all benefits payable with respect to one individual's wages except the primary insurance benefit. (203 (a), (c))

g. The child's insurance benefits begin with the month in which all the requirements in paragraph (a) are satisfied, except for limited retroactive payments explained later in XV. The benefits end with the month immediately preceding the first month in which the child dies, marries, is adopted, or attains the age of 18. (202 (c))

h. Deductions will be made from a child's insurance benefits if a child over age 16 (and under 18) fails to attend school regularly, if such attendance is feasible. If such a child failed to attend school regularly, this fact must be reported to the Board, or a penalty will be imposed. See XIII. (203 (d))

i. *For example:* There would be payable to the

individual cited in IV (e) and to his wife and one child if entitled to receive benefits a total of \$60 or \$40 (\$40 because of the maximum of 80 percent of average monthly wage), depending upon whether he was covered for all or half the 20 years. The same amounts would be payable if there were more than one child with respect to whom benefits were payable or if there were two or more such children and no wife entitled to receive benefits based on her husband's wage record.

VII. Widow's Insurance Benefits

a. Widows of individuals who die after December 31, 1939, are entitled to monthly benefits if all of the following requirements are met: (1) The widow has attained the age of 65; (2) the husband was a fully insured individual at the time of his death; (3) the widow has not remarried; (4) she was living with her husband at the time of his death; (5) she has filed an application for widow's insurance benefits; (6) she is not entitled to a primary insurance benefit, based on her own wages, equal to or greater than three-fourths of the primary insurance benefit based on her husband's wage record. (202 (d))

b. A widow may be eligible for widow's insurance benefits at the time she attains age 65 even though she was under age 65 at the time of her husband's death. (202 (d))

c. The term "widow" means the surviving "wife" (as defined in V (b)) of a deceased individual who either (1) is the mother of such individual's son or daughter, or (2) was married to him at least 12 full calendar months prior to the month in which his death occurred. See also XIV. (209 (j))

d. A widow is deemed to have been living with her husband at the time of his death if they were both members of the same household on the date of his death, or if she was receiving regular contributions from him toward her support or he had been ordered by any court to contribute to her support. (209 (n))

e. The widow's insurance benefit is equal in amount to three-fourths of the primary insurance benefit computed on her deceased husband's wage record, provided she is not entitled to a primary insurance benefit on the basis of a wage record of her own. If she is entitled to a primary insurance benefit which is less than three-fourths

Table 2.—Old-age and survivors insurance: Illustrative monthly survivors benefits under the 1939 amendments¹

Years of coverage	1 child or parent aged 65 or over	Widow aged 65 or over	Widow and 1 child	1 child or parent aged 65 or over	Widow aged 65 or over	Widow and 1 child
	Average monthly wage of deceased, \$50			Average monthly wage of deceased, \$100		
3.....	\$10.30	\$15.45	\$25.75	\$12.88	\$19.31	\$32.19
5.....	10.50	15.75	26.25	13.13	19.69	32.82
10.....	11.00	16.50	27.50	13.75	20.63	34.38
20.....	12.00	18.00	30.00	15.00	22.50	37.50
30.....	13.00	19.50	32.50	16.25	24.38	40.63
40.....	14.00	21.00	35.00	17.50	26.25	43.75
	Average monthly wage of deceased, \$150			Average monthly wage of deceased, \$250		
3.....	\$15.45	\$23.18	\$38.63	\$20.60	\$30.90	\$51.50
5.....	15.75	23.63	39.38	21.00	31.50	52.50
10.....	16.50	24.75	41.25	22.00	33.00	55.00
20.....	18.00	27.00	45.00	24.00	36.00	60.00
30.....	19.50	29.25	48.75	26.00	39.00	65.00
40.....	21.00	31.50	52.50	28.00	42.00	70.00

¹ It is assumed that the wage earner was paid at least \$200 in each year to be eligible to receive the 1-percent increment. If this were not the case, the benefit would be somewhat lower. It is also assumed that the wage earner was paid at least \$50 in the requisite number of calendar quarters to acquire a fully or currently insured status. If the wage earner was currently (but not fully) insured, his widow (whatever her age) would receive benefits only if she had in her care a child of the deceased; and a dependent parent would not be eligible for benefits.

of the primary insurance benefit based on the wage record of her deceased husband, her benefit will be the difference between the two plus her primary benefit. As explained above, if she is entitled to receive a primary insurance benefit equal to or greater than three-fourths of the primary insurance benefit based on the wage record of her deceased husband, she will receive her own primary insurance benefit instead of the widow's insurance benefit. (202 (d))

f. Since every primary insurance benefit is at least \$10, every widow's insurance benefit, as computed, will be at least \$7.50. Furthermore, if the widow is the only survivor entitled to benefits, her benefit will be raised to the minimum of \$10 payable with respect to one individual's wages. (203 (b); 209 (e))

g. If she is the only survivor, the maximum provisions do not affect a widow's insurance benefits, since the latter could not reach any of the maximums set. In the rare event that an aged widow is entitled to benefits and there are also orphans entitled to benefits, the maximum provisions explained in VI (f) apply here also. (203 (a))

h. The widow's insurance benefits begin with

the month in which all the requirements outlined in paragraph (a) are satisfied, except for limited retroactive payments explained in XV. The payments end with the month immediately preceding the first month in which she remarries or dies. Also, her widow's insurance benefits cease if she becomes entitled to receive a primary insurance benefit equal to or greater than three-fourths of the primary insurance benefit of her deceased husband. See also XIII. (202 (d))

i. *For example:* The widow of an individual who earned \$100 a month in covered employment from January 1, 1937, to the date of his death on January 1, 1957, would become entitled to a benefit of \$22.50 a month upon attaining age 65 and meeting the other qualifications.

VIII. Widow's Current Insurance Benefits

a. A widow, regardless of age, of an individual who dies after December 31, 1939, is entitled to monthly benefits based upon the deceased husband's wage record if all the following requirements are met: (1) The widow, at the time of filing her application, has in her care one or more children of such deceased individual entitled to receive child's benefits; (2) the husband was either a fully or currently insured individual at the time of his death; (3) the widow has not remarried; (4) she was living with her husband, as explained in VII (d), at the time of his death; (5) she has filed an application for these benefits; (6) she is not entitled to a widow's insurance benefit; and (7) she is not entitled to a primary insurance benefit equal to or greater than three-fourths of the primary insurance benefit of her husband. The term "widow" is defined in VII (c). (202 (e))

b. The widow's current insurance benefit is equal in amount to three-fourths of the primary insurance benefit computed on her deceased husband's wage record provided that she is not entitled to a primary insurance benefit on the basis of a wage record of her own. If she is entitled to a primary insurance benefit which is less than three-fourths of the primary insurance benefit based on her husband's wage record, her benefit will be the difference between the two plus her primary benefit. As explained above, if she is entitled to a primary insurance benefit in her own right which is equal to or larger than three-fourths

of her husband's primary insurance benefit, she will receive her own primary benefit instead of the widow's current insurance benefit. (202 (e))

c. For the purpose of computing the widow's current insurance benefit, the primary insurance benefit upon which it is based is subject to a minimum of \$10. Therefore the widow's current benefit as computed cannot be less than \$7.50. Since a widow's current benefit is payable only if there is at least one child eligible to draw child's benefits, the combined benefits cannot be less than \$12.50. (203 (b); 209 (e))

d. The maximum previously mentioned in VI (f) of twice the primary insurance benefit, while equally applicable to the widow's current insurance benefits, does not affect these benefits if she has only one or two children of the deceased individual in her care. However, if there are three or more orphans in the care of the widow, the combined benefits will be reduced because they must not exceed twice the primary benefits of the deceased individual. In such cases, or if the other maximums explained in V (f) serve to reduce the total benefits which would otherwise be payable, a pro rata reduction is made in all benefits. (203 (a), (c))

e. The widow's current insurance benefits begin with the month in which all the requirements outlined in paragraph (a) are satisfied except for limited retroactive payments explained in XV. The benefits end with the month immediately preceding the first month in which she remarries, dies, or there ceases to be a child of the deceased individual entitled to receive child's insurance benefits. Her widow's current insurance benefits likewise cease if she should become entitled to receive a primary insurance benefit equal to or greater than three-fourths of the primary insurance benefit based on the wage record of her deceased husband, or if she becomes entitled to receive a widow's insurance benefit. (202 (e))

f. Deductions from the widow's current insurance benefit will be made for any month in which a widow entitled to such benefit did not have in her care a child of her deceased husband entitled to an orphan's benefit. In the event that she does not have such a child in her care she must report this fact to the Board, or a penalty will be imposed. See XIII.

g. For an example of the operation of these provisions, see IX (i).

IX. Orphan's Benefits

(Child's Insurance Benefits payable in the event of the death of the worker.)

a. Every child of an individual who dies after December 31, 1939, is entitled to monthly benefits based on such deceased individual's wage record if all the following requirements are met: (1) The child is unmarried and under the age of 18; (2) the individual with respect to whose wages the child's benefit is payable was either a fully or a currently insured individual at the time of his death; (3) the child was dependent upon such individual at the time of such individual's death or at the time of original application for child's insurance benefits if such individual had been a primary beneficiary; and (4) the child has filed an application for these benefits. (202 (c))

b. The definition of "child" includes a stepchild of an individual by a marriage contracted prior to the date upon which he attained the age of 60 and at least 12 full calendar months prior to the month of his death. It also includes a child legally adopted by an individual prior to the date on which he attained the age of 60 and at least 12 full calendar months prior to the month in which his death occurred. See also XIV. (209 (k))

c. A child is deemed to have been dependent upon a father or adopting father at the time of the death of such individual if either of the following requirements is met: (1) Such individual was living with or contributing to the support of such child, or (2) the child was either the legitimate or adopted child of such individual and had not been adopted by some other individual and was not living with or being supported by a stepfather. A child is deemed to have been dependent upon a mother, adopting mother, or stepparent at the time of the death of such individual, unless such child was receiving contributions toward his support from his father or adopting father or he was living with his father or adopting father. (202 (c))

d. The orphan's benefit is equal in amount to one-half of the primary insurance benefit computed on the wage record of the individual with respect to whose wages the child is entitled to receive such benefit. If there is more than one such individual the child's insurance benefit is equal to one-half of whichever primary insurance benefit is the greatest. (202 (c))

e. Since every primary insurance benefit must be at least \$10, the benefit computed for each

child would be at least \$5. However, if a single orphan is the only survivor eligible for benefits, his benefit will be at least \$10 because of the \$10 minimum applying to the total of the benefits payable with respect to one individual's wages. (203 (b), 209 (e))

f. The total of benefits payable for a month with respect to an individual's wages is subject to the same maximum provisions as explained in VI (f). The maximum of twice the primary insurance benefit has the effect of reducing the orphans' benefits otherwise payable if there are more than two orphans and a widow, all eligible for benefits with respect to the same deceased individual's wage record. Likewise, this maximum will serve to reduce the orphans' benefits (in the event that there is no widow eligible for benefits) when there are more than four orphans eligible for benefits with respect to one individual's wages. Whenever any of the maximums serves to reduce the total benefits which would otherwise be payable, a pro rata reduction is made in all benefits. (203 (a), (c))

g. The child's insurance benefits begin with the month in which all the requirements outlined in paragraph (a) are satisfied except for limited retroactive payments explained in XV. The benefits end with the month immediately preceding the first month in which the child dies, marries, is adopted, or attains age 18. (202 (c))

h. Deductions from benefits will be made if a child over age 16 (and under age 18) fails to attend school regularly if such attendance is feasible. If such a child fails to attend school regularly, this fact must be reported to the Board or a penalty will be imposed. See XIII. (203 (d))

i. *For example:* An individual dies on January 1, 1947, after having earned \$100 a month continuously from January 1, 1937, to date of death. If he leaves a widow and two children entitled to benefits, there would be a monthly benefit of \$20.63 payable to the widow and \$13.75 with respect to each of the orphans, or a total of \$48.13.

X. Parent's Insurance Benefits

a. Each parent of an individual who dies after December 31, 1939, leaving no widow or unmarried surviving child under the age of 18, is entitled to receive monthly benefits if all the following requirements are met: (1) The individual was fully insured at the time of his death; (2) the parent has attained the age of 65; (3) the parent was wholly

dependent upon and supported by such individual at the time of such individual's death and filed proof of such dependency and support within 2 years of such death; (4) the parent has not married since such individual's death; (5) the parent is not entitled to any other insurance benefits under the benefit provisions of the amended act, the total of which is greater than one-half of the primary insurance benefit of such deceased individual; and (6) the parent must have filed an application for parent's insurance benefits. (202 (f))

b. A parent may be eligible for parent's insurance benefits at the time he or she reaches age 65 even though he or she was under age 65 at the time of the death of the deceased individual. (202 (f))

c. The term "parent" includes the stepparent of an individual by a marriage contracted before such individual attained the age of 16; it also includes an adopting parent by whom an individual was adopted before he attained the age of 16.

d. The amount of the parent's insurance benefit is equal to one-half of the primary insurance benefit computed on the basis of the wage record of the deceased individual, provided the parent is not entitled to receive any other insurance benefits. If the parent is entitled to receive other insurance benefits of which the total is less than one-half of the primary insurance benefit of the deceased individual, the parent's insurance benefit will be reduced by the amount of such other benefits. If the parent is entitled to receive any other such insurance benefits of which the total is equal to or greater than one-half the primary insurance benefit of the deceased individual, no parent's insurance benefit is payable. (202 (f))

e. When there is more than one individual with respect to whose wages the parent is entitled to receive a parent's insurance benefit, the parent's benefit is equal to one-half of whichever such primary insurance benefit is greatest. (202 (f))

f. Since every primary insurance benefit must be at least \$10, each parent's insurance benefit payable must be at least \$5. Furthermore, the total of benefits payable with respect to any one individual's wages is subject to a minimum of \$10. Therefore, if there is only one eligible parent, he or she will receive a benefit of at least \$10. The maximum provisions cannot affect the parents' insurance benefits except in the unlikely event of there being more than two "parents"

Table 3.—Old-age and survivors insurance: Illustrative lump-sum death payments under the 1939 amendments¹

Years of coverage	Average monthly wage of deceased			
	\$50	\$100	\$150	\$250
3.....	\$123.00	\$154.50	\$185.40	\$247.50
5.....	126.00	157.50	189.00	252.00
10.....	132.00	165.00	198.00	264.00
20.....	144.00	180.00	216.00	288.00
30.....	156.00	195.00	234.00	312.00
40.....	168.00	210.00	252.00	336.00

¹ It is assumed that the wage earner was paid at least \$200 in each year to be eligible to receive the 1-percent increment. If this were not the case, the benefit would be somewhat lower. It is also assumed that the wage earner was paid at least \$50 in the requisite number of calendar quarters to acquire a fully or currently insured status.

entitled to benefits. (203 (a), (b); 209 (e))

g. The parent's insurance benefits begin with the month in which all the requirements outlined in paragraph (a) are satisfied, except for limited retroactive benefits explained later in XV. The benefits end with the month immediately preceding the month in which the parent dies or marries. A parent's insurance benefits also cease if the parent becomes entitled to receive any other insurance benefit or benefits under this title (except another parent's benefit) in a total amount equal to or exceeding one-half of the primary insurance benefit of the deceased individual. See also XIII. (202 (f))

h. *For example:* Each aged dependent parent of an individual who dies on January 1, 1957, after having earned \$100 a month in covered employment continuously from January 1, 1937, to date of death would, under the conditions outlined above, be entitled to a benefit of \$15 a month.

XI. Lump-Sum Death Payments

a. A lump-sum payment is made upon the death of an individual after December 31, 1939, if (1) such individual was either fully or currently insured at the time of his death, and (2) there was no surviving widow, child, or parent who would, on filing an application in the month in which such individual died, be entitled to a survivor's benefit for such month. (202 (g))

b. The amount of such lump-sum death payment is equal to six times the primary insurance benefit computed upon such individual's wage record. (202 (g))

c. The lump-sum death payment is payable to the following person (or, if more than one, will be

distributed among them) living on the date of the Board's determination of relationships: (1) to the widow or widower of the deceased; (2) if no widow or widower is then living, to any child or children of the deceased and to any other persons who are entitled to share as distributees with such children under the intestacy law of the State where the deceased was domiciled; (3) if none of the aforementioned are living, then to the parents of the deceased in equal shares; (4) if none of the aforementioned are living, such amounts shall be payable to any person or persons equitably entitled thereto to the extent that he or they shall have paid the burial expenses of the deceased. (202 (g))

d. No lump-sum death payment is to be made unless application has been filed by or on behalf of the person entitled thereto prior to the expiration of 2 years after the date of death of the individual with respect to whose wages the benefit may be payable. (202 (g))

e. Lump-sum payments under section 203 of the original Social Security Act are to be discontinued in cases of death on and after January 1, 1940. However, if the death occurred prior to this date, the present interpretation is that payment may be made in 1940 or later under the provisions of the original act.

f. *For example:* An individual who has earned \$100 a month in covered employment from January 1, 1937, to the date of his death on January 1, 1940, and who leaves no survivor entitled to a monthly survivors benefit in the month of his death would have payable to his survivors, as outlined above, a lump sum of \$154.50. Had he died December 31, 1939, there would be payable to his survivors a lump sum of 3½ percent of his accumulated wages, or \$126.

XII. Lump-Sum Payments at Age 65

a. Lump-sum payments upon attainment of age 65 under section 204 of the original Social Security Act were discontinued immediately upon the enactment of these amendments. In nearly all cases the individuals who attain age 65 will be eligible for more valuable monthly benefits beginning January 1, 1940. (902 (g))

b. Lump-sum payments will be made even after December 31, 1939, to the estates of individuals who had attained age 65 and died prior to January 1, 1940, under the provisions of the original act—

i. e., in an amount equal to 3½ percent of total wages credited.

XIII. Special Deductions From Benefits

a. Deductions will be made from benefits for any month in which either the person entitled to benefits or (in the case of wife's or child's benefits) the individual on the basis of whose wage record the benefit is payable rendered services for wages of \$15 or more (in covered employment). (203 (d), (e))

b. If the deductions explained in VI (h), VIII (f), IX (h), or XIII (a), are made in the month in which the event causing such deductions occurs, there is an effective suspension of benefits for such month. If a person does receive a benefit for any such month, deductions will be made from future benefits until such deductions total the amount of such benefits.

c. An individual in receipt of benefits is required to report the occurrence of any of the events which would make the benefits subject to suspension or deduction. Such report shall be made to the Board prior to the receipt and acceptance of an insurance benefit for the second month following the month in which the event occurred. Any such individual knowingly failing to report such occurrence shall suffer an additional deduction from his benefits equal to that mentioned in XIII b. (203 (g))

d. In the case of an individual who attained age 65 and received a lump-sum benefit under the original title II, deductions will be made from the primary insurance benefit to which the individual is entitled, or from any other insurance benefit payable with respect to his or her wages, until such deductions total the amount of the lump-sum benefit previously paid. If the primary insurance beneficiary dies before the full amount has been deducted, the remainder will be deducted from any widow's, child's, or parent's insurance benefits, or lump-sum death payment payable with respect to that primary beneficiary's wages. (203 (h))

e. If (as explained under Taxing Provisions in XVI (c)) an employer has not deducted from wages and has not paid part or all of an individual's tax on wages for service performed in 1939 and subsequent to his attaining age 65, deductions will be made from any primary insurance benefit to which the individual becomes entitled, or from any other insurance benefits payable with respect

to his wages, until such deductions total the amount of the unpaid tax. (907)

XIV. Determination of Status of Wife, Widow, Child, or Parent

In determining whether the applicant is the wife, widow, child, or parent of an insured individual, the Board shall, in addition to the definitions given elsewhere in the benefit sections, apply such law as would be applied in determining the transfer of intestate personal property by the courts of the State in which such individual is domiciled at the time of application or was domiciled at the date of his death. If the insured individual is or was not so domiciled in any State, then the determination shall be in accordance with such law as would be applied by the courts of the District of Columbia. (209 (m))

XV. Retroactive Provision

Beneficiaries other than primary insurance beneficiaries may become entitled to retroactive benefit payments for any month in which all the requirements for entitlement except the filing of an application are satisfied, by filing an application prior to the end of the third succeeding month. Therefore, a person otherwise entitled to benefit payments, other than one entitled to primary insurance benefits, can suffer loss by delaying the filing of an application as much as 3 months only if he dies in the interim. In such event the loss is limited to the payments which would have been payable in respect to the period between the date when he would otherwise have been entitled to benefits and the date of his death. (202 (h))

XVI. Taxing Provisions

a. The tax rate continues to be 1 percent each on employers and employees for the years 1940, 1941, and 1942, as well as for the remainder of 1939. After 1942, the schedule in the original act is resumed so that the rate is 2 percent on employers and 2 percent on employees in 1943, 1944, and 1945, 2½ percent on each in 1946, 1947, and 1948, and 3 percent on each thereafter. Taxes are levied on wages paid in a given year rather than on wages paid with respect to employment in a given year. (601; 1400 IRC; 604; 1410 IRC)

b. Under an addition to section 1401 of the Internal Revenue Code, provision is made after 1939 for a special refund to employees of the taxes which they pay on any wages in excess of

\$3,000 received with respect to employment during a single calendar year from more than one employer. This is to compensate for the fact that, beginning with 1940, only wages up to the first \$3,000 with respect to employment in any one year are credited for benefits regardless of whether paid by one employer or more than one employer. For years prior to 1940, wages up to \$3,000 a year from each employer are taxed and credited. (602 (b); 1401 (d) IRC)

c. Wages with respect to services performed after attaining age 65 are taxed; this provision is made retroactive to January 1, 1939. However, the employer is not liable for the employee's tax (which has not been deducted from the employee's pay) by reason of this provision with respect to service performed prior to the date of enactment of this act, except to the extent that the employer has under his control at any time on or after November 8, 1939, amounts of remuneration earned at any time by the employee. However, the employer is liable for the employer's tax on 1939 wages in any event. In the event that, as a result of this provision, the employer does not deduct from the employee's wages any part or all of an employee's tax, the amount will be deducted from any primary insurance benefit to which the individual is entitled or any other insurance benefit payable with respect to his wages, unless the employer pays it without having deducted it. (905 (a), (b); 907)

d. *Receipts for Employees.*—Every employer is required to furnish to each of his employees a written statement or statements, in a form suitable for retention by the employee, showing the wages paid by him to the employee after December 31, 1939. The statement shall show the total amount of wages paid and the amount of tax imposed upon the employee for the period covered. Each statement shall cover a calendar year, or one, two, three, or four calendar quarters whether or not in the same calendar year. The statement shall be furnished to the employee not later than the last day of the second calendar month following the period covered, except that when the employee leaves the employ of the employer the final statement shall be furnished on the day on which the last payment of wages is made to the employee. The employer may at his option furnish such a statement to the employee at the time of each payment of wages, and in such case the statement may

show the date of payment of wages in lieu of the period covered by the statement. Any employer who willfully fails to furnish such a statement as required shall be subject to a fine of not more than \$5 for each such failure. (603; 1403 IRC)

e. The taxing provisions formerly in title VIII of the Social Security Act are included under the Internal Revenue Code in subchapter A of chapter 9, which can be cited as the "Federal Insurance Contributions Act." Such taxing provisions are numbered in the amendments as sections of the Internal Revenue Code. (607)

XVII. Reserves

a. The old-age reserve account of the original act is replaced as of January 1, 1940, by a trust fund to be termed the "Federal old-age and survivors insurance trust fund." Securities and amounts held by or credited to the old-age reserve account are transferred to the trust fund. This fund is administered by a board of trustees composed of the Secretary of the Treasury, who is to be the Managing Trustee, the Secretary of Labor, and the Chairman of the Social Security Board. There is to be credited to the trust fund through permanent appropriation amounts equivalent to the full amount of taxes received annually under the Federal Insurance Contributions Act. The amounts credited to the trust fund shall be available for making the payments required under title II and for the administrative expense of the Treasury Department and Social Security Board in connection with the old-age and survivors insurance provisions of the act. This method of administering the old-age insurance reserve fund will tend to avoid misunderstanding of the use of the funds and will increase confidence in their proper investment. (201 (a), (b))

b. That portion of the fund not needed to meet current claims or administrative expenses is to be invested in obligations of or guaranteed by the United States, purchased by the trust fund at the market price. If the Managing Trustee determines that the purchase of securities on the open market is not in the public interest, special obligations may be acquired at par. Interest on special certificates will be at the current average rate of interest borne by all outstanding interest-bearing obligations composing the public debt. (201 (b))

c. It will be the duty of the Board of Trustees to (1) hold the trust fund, (2) report annually to

the Congress on the operation and status of the trust fund and its expected operation during the ensuing 5 fiscal years, and (3) report to the Congress immediately whenever they are of the opinion that during the ensuing 5 fiscal years the trust fund will exceed three times the highest annual expenditures anticipated during that 5-year period and whenever they are of the opinion that the amount of the trust fund is unduly small. The report required in (2) shall include a statement of assets, disbursements during the preceding year, an estimate of the income and disbursements during each of the next 5 years, and a statement of the actuarial status of the trust fund. (201 (b))

XVIII. Overpayments and Underpayments

a. Whenever an error has been made with respect to payments to an individual under title II, proper adjustment shall be made under regulations prescribed by the Board for increasing or decreasing subsequent payments to which such individual is entitled. If such individual dies before adjustment has been completed, adjustment shall be made by increasing or decreasing subsequent benefits payable with respect to the wages which were the basis of benefits of such deceased individual. However, when incorrect payment has been made to an individual through no fault of the individual and when recovery would defeat the purpose of title II or would be against equity and good conscience, no adjustment or recovery will be made. (204 (a), (b))

b. No certifying or disbursing officer shall be held liable for any amount certified or paid by him incorrectly when the adjustment or recovery is waived under the "equity and good conscience" provision or when adjustment is not completed prior to the death of all persons against whom benefit deductions are authorized. (204 (c))

XIX. Miscellaneous Provisions

a. If there is any question with regard to the wages recorded for any calendar year, upon request made prior to the expiration of the fourth

calendar year following such calendar year, or within 60 days thereafter, the Board shall afford any individual (or after his death shall afford his widow, child, or parent) a reasonable opportunity for hearing with respect to the alleged error or omission. Upon the basis of evidence brought to the attention of the Board within the 4-year period, or evidence adduced at a hearing requested within the period allowed, the Board will correct its records. However, after the expiration of the fourth calendar year, the records of the Board as to the wages of an individual and the periods of payment shall be conclusive except that the Board may revise any entry or include any omitted item to make its records conform to tax returns, portions of tax returns, or such other statements as may have been filed with the Commissioner of Internal Revenue under the taxing provisions. (205 (c))

b. When it appears to the Board that the interest of an applicant entitled to a payment would be served thereby, certification of a payment may be made regardless of the legal competency of the individual entitled thereto. Any payment made under such conditions to a legally incompetent individual, if otherwise valid, shall be a complete settlement and satisfaction of any claim or right to such payment. Likewise, any payment made after December 31, 1939, to a legally incompetent individual without the Board's knowledge of incompetency prior to certification, if otherwise valid, shall be a complete settlement of any claim to such payment. (205 (j), (k))

c. The Board may in its discretion certify any two or more individuals in the same family for joint payment of the total benefits payable to such individuals. In other words, although each person is separately entitled to benefits, the Board may request the Secretary of the Treasury to issue a joint check for all the benefits payable to one family. (205 (n))

d. No application for any benefit under title II filed prior to 3 months before the first month in which the applicant becomes entitled to receive such benefit shall be accepted as application for the purposes of this title. (205 (m))

ESTIMATES OF PERSONS WITH 1937 WAGE CREDITS WHO ATTAIN AGE 65 IN SPECIFIED YEARS

ROBERT J. MYERS *

VARIOUS ANALYSES of the data tabulated from the wage records of persons who received taxable wages in 1937 from employments covered by Federal old-age insurance have been presented in earlier issues of the Bulletin.¹ A further analysis is presented in this article, which gives estimates of the numbers of these individuals with credited wages in 1937 who attain age 65 in 1937 and specified years thereafter.

Obviously, the number of individuals who will become eligible for benefits at various times in the future cannot be obtained by projecting the number of persons who have 1937 wage credits. On the one hand, such a projection would involve an overestimate, since many of the individuals with 1937 wage credits will fail to have sufficient credited wages to qualify under the 1939 amendments.² On the other hand, an underestimate results from the fact that many individuals who did not have credited wages in 1937 will enter covered employment in subsequent years and obtain sufficient wages to qualify. Moreover, any great extension of coverage under the act, such as the inclusion of farm labor or domestic service, would entirely invalidate these estimates. With these qualifications in mind, however, it is deemed that these estimates will tend to show, in terms of persons covered in a single year, why rapidly increasing costs to the program in the future may be expected as more and more people become eligible at age 65 and continue to survive thereafter.

One factor affecting the number of aged individuals who will be eligible to receive benefits is the growth of the number and proportion of aged persons in the total population. Estimates based on the 1930 census figures and various estimates of the future population made by the National Resources Committee,³ show an increase in the

number aged 65 and over both in absolute size and in proportion to the total population (table 1). Thus, there is an increase from 6.6 million in 1930 to 19.0 million in 1980 for the "low" estimate, to 22.2 million for the "medium" estimate, and to 25.7 million for the "high" estimate—in even the lowest estimate nearly a threefold increase. Similarly, the aged in 1930 represented only 5.4 percent of the total population, whereas by 1980 the corresponding figure for all three estimates is about 14 percent, or almost three times as great. These future population estimates thus indicate that the total number of persons attaining age

Table 1.—Estimates of future population of the United States¹

[In thousands of persons]

Year	Total	Aged 65 and over	Aged 65 and over as percent of—	
			Total	1930
"Low" estimate ¹				
1930.....	122,775	6,634	5.4	100
1940.....	131,749	8,393	6.4	127
1950.....	136,725	11,002	8.0	166
1960.....	137,570	14,040	10.2	212
1970.....	134,573	16,187	12.0	244
1980.....	127,947	18,994	14.8	286
"Medium" estimate ¹				
1930.....	122,775	6,634	5.4	100
1940.....	132,629	8,418	6.3	127
1950.....	142,301	11,211	7.9	169
1960.....	150,010	14,842	9.9	224
1970.....	155,601	18,044	11.6	272
1980.....	168,967	22,189	14.0	334
"High" estimate ¹				
1930.....	122,775	6,634	5.4	100
1940.....	133,282	8,443	6.3	127
1950.....	146,829	11,424	7.8	172
1960.....	160,246	15,663	9.8	236
1970.....	173,657	20,027	11.5	302
1980.....	188,713	25,739	13.8	388

¹ Estimates from the National Resources Committee, *Population Statistics: Volume 1, National Data*, October 1937. 1930 figures are from the census.

² The general assumptions used in the various estimates are as follows (see source for further details):

Estimate	Fertility	Mortality	Net annual immigration
"Low"	Low	High	None
"Medium"	Medium	Medium	100,000
"High"	High	Low	200,000

*Office of the Actuary.

¹ *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 3-9 and pp. 73-81; Vol. 2, No. 4 (April 1939), pp. 3-8; Vol. 2, No. 6 (June 1939), pp. 8-17; Vol. 2, No. 9 (September 1939), pp. 13-24.

² For a description of the qualifying conditions see Schmitter, Lyle L., and Goldwasser, Betti C., "The Revised Benefit Schedule Under Federal Old-Age Insurance," *Social Security Bulletin*, Vol. 2, No. 9 (September 1939), pp. 3-12. See also pp. 3-16 of the present issue.

³ National Resources Committee, *Population Statistics: Volume 1, National Data*, October 1937.

65 in various future years will increase fairly rapidly because of the maturing age distribution of our population.

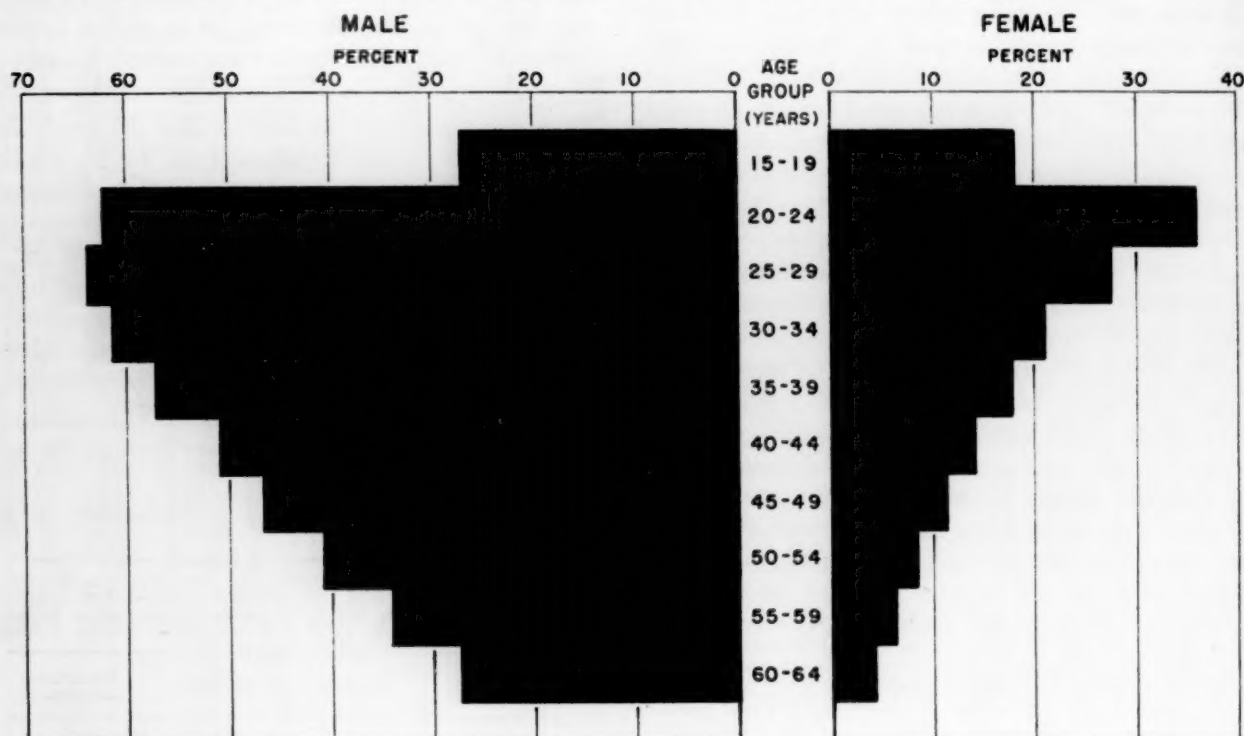
A second reason for the rapid growth in the number of persons with 1937 wage credits who will attain age 65 in future years lies in the fact that a smaller proportion of those now near age 65 than of those now younger have wage credits for that year. This fact may be seen from table 2 and chart I, which show individuals with 1937 wage credits by quinquennial age groups and sex as compared with the estimated total population in that year.⁴ In 1937 more than 60 percent of the total male population between the ages of 20 and 35 had wage credits, with the maximum proportion in the age group 25-29. As might be expected, the proportion of males 15-19 who had wage credits was appreciably smaller than for those aged 20-34. For age groups over 35 the proportion gradually decreases until for the age group 60-64 only slightly more than one-fourth of

⁴ Obtained by interpolation from the National Resources Committee "medium" estimate. Since the various population estimates all begin in 1930 at the census values, by 1940 there is very little "spread" among them (see table 1). Hence it makes little difference which estimate is used here.

the men had wage credits. For all ages from 15-64 combined, about half of the men had wage credits. The decreasing trend from age 35 on may be due to several reasons, including increasing disability and unemployment at the older ages, shift to uncovered employment (such as self-employment), and also different occupational patterns of persons born in earlier decades.

When individuals with 1937 wage credits are compared with the estimates of the total population the ratios for women are entirely different from those for men. Among the women there is a definite maximum of about 35 percent in the age group 20-24, with a somewhat rapid decline for older groups; only about 4 percent in ages 60-64 had wage credits. For all ages combined, less than one-fifth of the women had wage credits as compared with almost one-half of the men. This trend for women is probably due to a large extent to the rapid withdrawal from employment at the younger ages as a result of marriage or the fact that women now old or middle-aged grew up in a period when gainful employment of women was less common. For men and women combined,

Chart I.—Individuals with wage credits¹ as percent of estimated total population,² by age group and sex, 1937



¹ See footnote, table 2.

² See footnote 2, table 2.

persons aged 15-64 with wage credits represented 33.8 percent of the total in these ages.⁵

The significance of the smaller proportion of older individuals with wage credits in 1937 is the fact that an increasingly larger proportion of those

Table 2.—Individuals with wage credits¹ as percent of estimated total population,² by age group and sex, 1937

[In thousands of persons]

Age group ³ (years)	Men			Women		
	Total population	With wage credits	Ratio (percent)	Total population	With wage credits	Ratio (percent)
Total, 15-64.....	44,070	21,539	48.9	43,773	8,169	18.7
15-19.....	6,146	1,662	27.0	6,022	1,085	18.0
20-24.....	8,805	3,614	62.3	8,774	2,067	35.8
25-29.....	8,402	3,449	63.8	8,542	1,826	27.5
30-34.....	4,916	3,018	61.4	5,108	1,073	21.0
35-39.....	4,496	2,509	57.1	4,606	814	17.7
40-44.....	4,372	2,227	50.9	4,364	610	14.0
45-49.....	4,097	1,910	46.6	3,976	451	11.3
50-54.....	3,544	1,446	40.8	3,367	281	8.3
55-59.....	2,984	1,016	34.0	2,818	172	6.1
60-64.....	2,308	628	27.2	2,196	90	4.1

¹ Based on wage items posted by July 9, 1938, relative to 96 percent of estimated total number of employees receiving such wages in 1937. Excludes persons under 15 and over 65, persons whose age, sex, or color is unknown, and employees holding railroad retirement account numbers.

² Obtained by interpolation from the "medium" estimate of National Resources Committee.

³ Age last birthday (attained age) as of Dec. 31, 1937.

attaining age 65 in future years will have had 1937 wage credits. Of men reaching age 65 in the near future, only about one-fourth will have such wage credits; 40 years hence about two-thirds will. Similarly, only about one-twentieth of the women reaching age 65 in the near future will have had 1937 wage credits, whereas in the distant future this proportion will increase to one-third.

Table 3 and chart II compare individuals with wage credits in 1937 with estimated population by race⁶ as well as by age and sex. Since white persons make up a large proportion of the total population, the figures for them differ only slightly from those for the total (table 2). For both Negro men and women the proportion with wage credits is appreciably smaller than for white persons. This is true especially for the men at the younger and older ages; in the middle years the proportions are closer. For all ages combined, 40 percent of the male Negro population 15-64 had wage credits in 1937 as compared with 50 percent

⁵ On page 14 of the *Bulletin* for September 1939 a figure of 33.9 percent was given for this item. The small variation of 0.1 percent arises from the different population estimates used.

⁶ Comparisons are made only for white persons and Negroes, since Mexicans are included as white in the wage data tabulations although they are included with "other races" in the population estimates.

of the white males. The proportion of Negro women who had wage credits in 1937 was appreciably smaller than that for white women, especially at the younger ages, for which there is a fivefold difference, while at the older ages there is only a twofold range. For all ages combined the proportion of Negro women with wage credits was only about 7½ percent, as compared with 20 percent for white women.

The number of persons with 1937 wage credits who will attain age 65 in various individual future years may be readily estimated from the age distribution by single years of age as obtained from the wage data and from mortality tables which give the probability of survival to age 65 at different attained ages. In order to obtain a reasonable range for these estimates, two different mortality tables have been selected—the United States 1920-29 tables for white lives and the Standard Annuity tables.⁷ The projection is made only for differences in sex and not for differences in race. The 1920-29 tables are an overstatement of the mortality now experienced by white lives, but they represent a good aggregate which takes into account both white and colored

Table 3.—Individuals with wage credits¹ as percent of estimated total population,² by age group, sex, and race, 1937

Age group ³ (years)	Men		Women	
	White	Negro	White	Negro
Total, 15-64.....	50.1	40.3	20.1	7.6
15-19.....	28.4	18.0	19.9	4.2
20-24.....	64.5	47.2	32.4	9.8
25-29.....	65.4	53.7	29.9	11.2
30-34.....	62.9	53.2	22.7	9.7
35-39.....	57.5	57.3	18.7	10.2
40-44.....	51.9	45.2	14.8	7.0
45-49.....	47.8	37.3	12.0	5.2
50-54.....	42.1	29.4	8.8	3.8
55-59.....	35.3	22.6	6.4	2.9
60-64.....	28.2	16.7	4.3	2.1

¹ See footnote 1, table 2.

² Obtained by interpolation from "medium" estimate of National Resources Committee.

³ Age last birthday (attained age), as of Dec. 31, 1937.

lives. On the other hand, the Standard Annuity tables, which are now being used by many insurance companies in their calculations of annuity premiums, appreciably understate the mortality

⁷ Actually, each of these two tables consists of two different life tables, one for males and the other for females. For a description of the data on which these tables are based and a discussion of other applicable tables, see Williamson, W. R., "Cost Factors in Old-Age Insurance," *Social Security Bulletin*, Vol. 1, No. 7 (July 1938), pp. 3-15.

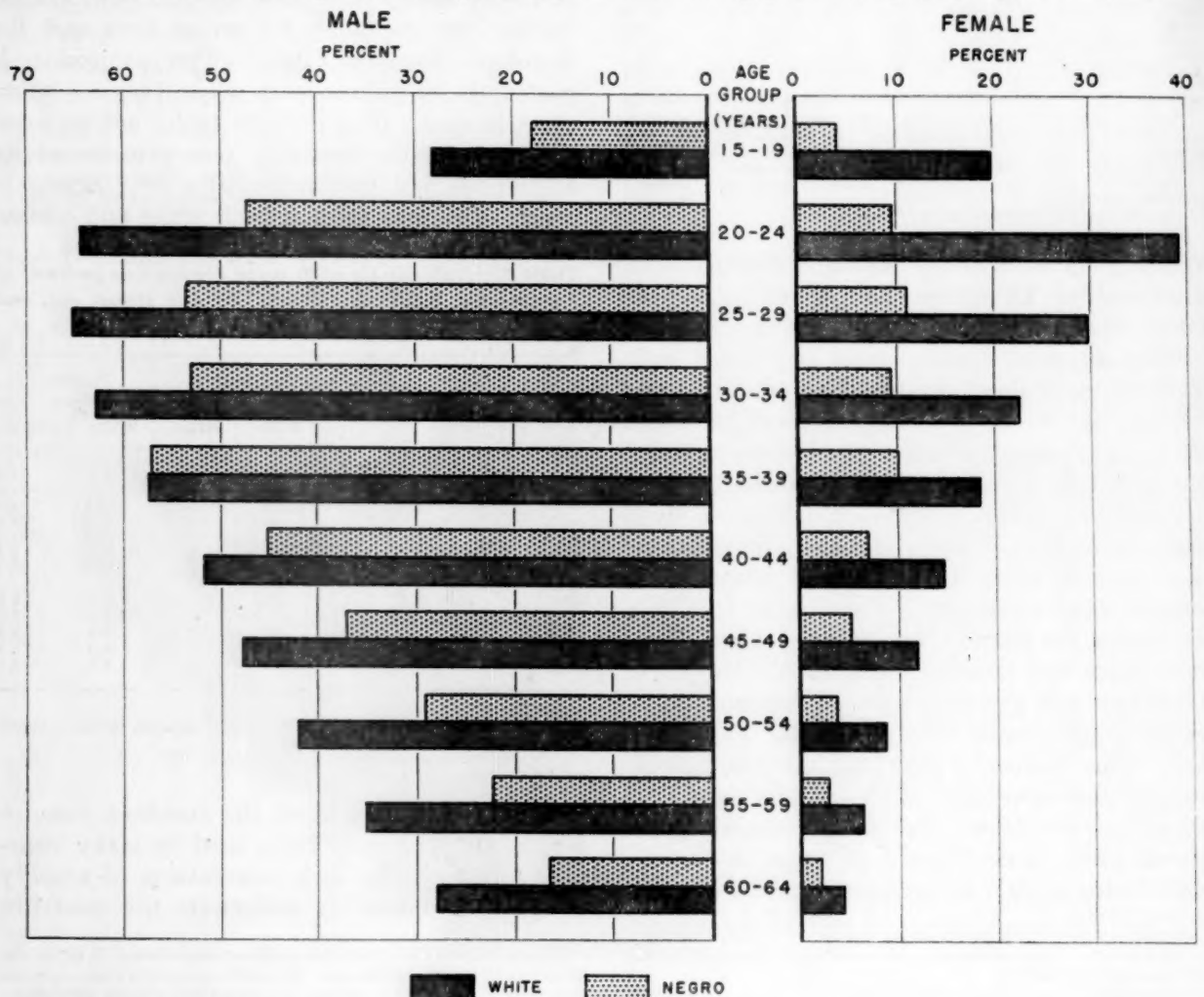
now experienced by the covered population. These two tables thus seem to give a reasonable range of probabilities of survival.

Table 4 shows on the basis of each mortality table the estimated number of persons with 1937 wage credits who attain age 65 in the various years specified; on the basis of the 1920-29 tables, about 90,000 such persons attained age 65 in 1937, of whom about 10 percent were women. The number who will reach age 65 in a given future year increases to 125,000 in 1940, 250,000 in 1950, and 725,000 in 1980. Between 1980 and 1985 the number declines because of the smaller proportion of the population among those now under 20 who had wage credits in 1937 (table 2). This decline is more apparent than real, however,

since many who were under 20 in 1937 will obtain wage credits after they reach age 20; but they are not included in these estimates because they did not have wage credits in 1937. The growth over the 14-year period 1937-50 is almost threefold; over the 44 years up to 1980 it is more than eightfold. The proportion of women increases steadily from 10 percent in 1937 to 16 percent in 1950, 22 percent in 1960, 28 percent in 1970, and 38 percent in 1980.

The projection based on the Standard Annuity tables gives, as would be expected, a larger number of survivors than results from the use of the 1920-29 tables. Thus, in 1950 about 270,000, instead of 250,000, persons with 1937 wage credits attain age 65, or a difference of about 8 percent,

Chart II.—Individuals with wage credits¹ as percent of estimated total population,² by age group, sex, and race, 1937



¹ See footnote 1, table 2.

² See footnote 2, table 2.

Table 4.—Estimated number of persons with 1937 wage credits¹ who attain age 65 in given years

[In thousands of persons]

Year	Based on U. S. 1920-29 white tables			Based on Standard Annuity tables		
	Total	Men	Women	Total	Men	Women
1937.....	87.8	78.4	9.4	88.2	78.7	9.5
1938.....	104.2	91.9	12.3	105.6	93.1	12.5
1939.....	117.9	103.5	14.4	120.5	105.7	14.8
1940.....	125.2	109.8	15.4	129.0	113.0	16.0
1941.....	145.2	126.0	19.2	150.5	130.4	20.1
1942.....	147.7	127.5	20.2	154.2	132.8	21.4
1943.....	162.4	139.2	23.2	170.4	145.7	24.7
1944.....	172.1	147.4	24.7	181.4	155.0	26.4
1945.....	193.8	164.6	29.2	205.0	173.7	31.3
1950.....	251.4	210.7	40.7	271.5	226.7	44.8
1955.....	317.8	253.3	64.5	349.2	276.8	72.4
1960.....	374.8	290.9	83.9	418.0	322.4	95.6
1965.....	492.0	367.4	124.6	557.2	412.9	144.3
1970.....	518.0	373.7	144.3	594.8	425.3	169.5
1975.....	628.2	426.6	201.6	731.8	491.5	240.3
1980.....	724.6	451.0	273.6	856.6	526.1	330.5
1985.....	802.2	481.8	320.4	960.9	574.1	386.8

¹ See footnote 1, table 2.

while in 1980 there are 855,000 as compared with 725,000, or a difference of about 18 percent. The proportion of women in the total attaining age 65 is about the same as when the 1920-29 tables are used.

Table 5 gives a summary of the individuals with 1937 wage credits who will survive to age 65 in future decennial periods. It is estimated that during the 10-year period 1937-46 between 85 and 90 percent of those who would attain age 65 in that period will actually survive to that age. For subsequent decennial periods this percentage naturally declines, until for persons attaining age 65 in 1977-86 it is 60-70 percent. The Standard Annuity tables show higher proportions surviving than do the 1920-29 tables, with greater differences in the distant future. Since female mortality rates are lower than those of men, the estimated percentages of women who survive tend to be from 1 to 10 percent larger. Considering the entire group of approximately 30 million persons who had wage credits in 1937, nearly 19.6 million or 66 percent will survive to age 65, according to the 1920-29 tables. Using the Standard Annuity tables, the corresponding figure is 22.3 million persons, representing 75 percent of the total with 1937 credits. It might thus be said that from two-thirds to three-fourths of the original group of the individuals covered in 1937 will live to be age 65.

A projection of the individuals with 1937 wage

credits who will be aged 65 or over at the beginning of various future years is presented in table 6. These figures represent a further mortality projection beyond age 65 for the figures in table 4. As is usually the case under pension plans and retirement systems, the number of individuals who are over the retirement age builds up rapidly. The estimated growth is from less than 100,000 at the beginning of 1938 to more than 7.3 million in 1985 according to the 1920-29 tables and to 10.4 million according to the Standard Annuity tables. The 1985 estimate based on the Standard Annuity tables is 42 percent greater than the corresponding figure for the 1920-29 tables. This difference is due not only to the higher survival rates to age 65 according to the Standard Annuity tables (as indicated in tables 4 and 5) but also to the greater expectation of life after age 65. In the early years women constitute only about 10 percent of the total, whereas by 1985 they represent more than 35 percent.

Table 5.—Estimated proportion of individuals with 1937 wage credits¹ who survive to age 65, by decades

[In thousands of persons]

Period of attainment of age 65	Persons with wage credits in 1937	Survivors to age 65 based on—			
		U. S. 1920-29 white tables		Standard Annuity tables	
		Number	Percent	Number	Percent
Total					
Total, 1937-86...	29,728	19,594	66	22,305	75
1937-46.....	1,706	1,451	85	1,512	89
1947-56.....	3,839	2,784	73	3,026	79
1957-66.....	6,027	4,020	67	4,507	75
1967-76.....	8,726	5,532	63	6,385	73
1977-86.....	9,430	5,807	62	6,875	73
Men					
Total, 1937-86...	21,559	14,064	65	15,802	73
1937-46.....	1,477	1,253	85	1,303	88
1947-56.....	3,170	2,278	72	2,464	78
1957-66.....	4,678	3,071	66	3,419	73
1967-76.....	6,295	3,907	62	4,465	71
1977-86.....	5,939	3,555	60	4,151	70
Women					
Total, 1937-86...	8,169	5,530	68	6,503	80
1937-46.....	229	198	86	209	91
1947-56.....	669	506	76	562	84
1957-66.....	1,349	949	70	1,088	81
1967-76.....	2,431	1,625	67	1,920	79
1977-86.....	3,491	2,252	65	2,724	78

¹ See footnote 1, table 2.

Table 6.—Estimated number of persons with 1937 wage credits ¹ who are aged 65 or over in given years ²

[In thousands of persons]

Year	Based on U. S. 1920-29 white tables			Based on Standard Annuity tables		
	Total	Men	Women	Total	Men	Women
1938.....	86	77	9	87	78	9
1939.....	185	164	21	189	167	22
1940.....	293	259	34	302	266	36
1941.....	403	355	48	420	369	51
1942.....	528	463	65	555	485	70
1943.....	650	567	83	689	600	89
1944.....	779	677	102	833	722	111
1945.....	910	788	122	984	849	135
1950.....	1,664	1,414	250	1,883	1,591	292
1955.....	2,488	2,061	427	2,948	2,422	526
1960.....	3,285	2,640	645	4,061	3,229	832
1965.....	4,007	3,115	892	5,147	3,946	1,201
1970.....	4,763	3,584	1,179	6,307	4,662	1,645
1975.....	5,661	4,094	1,567	7,664	5,426	2,238
1980.....	6,716	4,601	2,115	9,261	6,195	3,066
1985.....	7,338	4,655	2,683	10,417	6,440	3,977

¹ See footnote 1, table 2.

² As of Jan. 1.

In summary: This article has presented several elementary actuarial analyses of survival among workers who had wage credits in 1937. The estimates should not be taken as representing the number of persons who will become eligible for primary benefits under the 1939 amendments, or the num-

ber who will be in receipt of such benefits in a given year.³ The actual figures for those eligible for benefits may be greater, or conceivably even less, than these estimates even if the act is not changed in the future. However, this study indicates definitely that the number of persons who will qualify for benefits will increase fairly rapidly to rather sizable numbers in future years. Of secondary importance is the indication which these estimates give of the width of the range which may arise in actuarial estimates because of different possible assumptions as to the cost factors involved. An evidence of this is the 40-percent variation between the two 1985 estimates in table 6. Although at this time most population experts believe that future mortality will continue to improve, a rapid leveling off or even an increase in mortality is not impossible. To be conservative, the actuary should therefore always make several estimates using different cost factors which represent a reasonable possible range.

³ Under the original act all individuals with 1937 wage credits would have received, after attainment of age 65, either a lump-sum payment or a monthly benefit upon retirement from regular employment. The 1939 amendments do not provide any primary monthly benefit or lump-sum benefit for persons over age 65 unless they meet the necessary wage and service requirements.

DISTRIBUTION OF PUBLIC-ASSISTANCE FUNDS WITHIN STATES

JOEL GORDON AND OLIVIA J. ISRAELI *

ONE OF THE MOST important gauges of effective administration of public assistance is the extent to which assistance needs are met uniformly throughout a State. Standardization of policies and procedures reflects efforts toward this goal. However, the ultimate effect of State-wide standards can be measured only by the extent to which all needy persons in the State receive assistance in accordance with their needs. Frequently, standardization of administrative practices is nullified by the methods used¹ in distributing funds² for assistance and in the division of financial responsibility between State and local governments. This article will discuss, on the one hand, how these financing procedures hinder administrators in their efforts to meet assistance needs uniformly and, on the other hand, how they can be used by administrators as a means of more nearly reaching that objective.

Grants to States for financing their public-assistance programs are made by the Federal Government within the limits set by the Social Security Act. To any State whose plans for old-age assistance and aid to the blind have been approved by the Social Security Board, the Federal Government pays half of the expenditures for assistance up to a Federal-State total of \$30 a month for each recipient;³ for aid to dependent children, the Federal share is one-third⁴ of the costs of the program exclusive of amounts by which payments exceed \$18 for the first child and \$12 for each other dependent child in the same home. A single State agency in each State must be responsible for administering or supervising the administration of public-assistance programs under the Social Security Act. This State agency is responsible within the limits established by State laws for distributing Federal and State funds to the localities or, in State-administered programs, for apportioning the funds to be spent in each locality.

The 131 public-assistance programs⁵ are financed by the States in the following ways: (1) entirely from Federal and State funds; (2) from Federal, State, and local funds, local funds being matched by State funds; (3) from Federal, State, and local funds, the relative proportions from each source for each political subdivision varying in accordance with relative relief needs and financial ability.

Programs Financed From Federal and State Funds

The cost of assistance for 63 of the public-assistance programs administered in accordance with plans approved by the Social Security Board is borne entirely from Federal and State funds. Old-age assistance is thus financed in 27 States, aid to dependent children in 14 States, and aid to the blind in 22 States.⁶ Uniform administrative practices are relied upon in most States to achieve an equitable distribution of Federal-State funds among the political subdivisions. Because available funds are limited, however, some States have established quotas for controlling the apportionment of State-Federal funds among political subdivisions. South Carolina and Louisiana use quotas for all three public-assistance programs, Arkansas for old-age assistance and aid to dependent children, and Mississippi for old-age assistance and aid to the blind. The quota for each county is determined in Mississippi on the basis of the ratio of total county population to total State population, this percentage being applied to total funds available; the quotas in Mississippi are adjusted on the basis of personal judgment for differences in standards of living. Arkansas limits the number of recipients in each county to the percent applied to the total number of recipients in the State which the aged or child population in the county comprises of the same population group for the State as a whole. Expenditures for each county

*Bureau of Research and Statistics, Division of Public Assistance Research.

¹ Effective Jan. 1, 1940, up to \$40 a month.

² Effective Jan. 1, 1940, one-half.

³ Only 130 of these programs are accounted for by the classification specified. The remaining program, aid to the blind in New Jersey, is financed from Federal, State, and local funds; cases lacking county settlement are paid from Federal-State funds, all other payments being made from Federal-local funds.

⁴ See table 1 for a listing by individual States.

in South Carolina for the quarter ended March 31, 1939, were limited to three times the volume of expenditures during December 1938 plus 10 percent of this amount for old-age assistance and

aid to the blind and 3 percent for aid to dependent children. Monthly quotas are established for each parish in Louisiana after taking into consideration the number of recipients during the

Table 1.—Methods for allocating State funds for public-assistance payments among political subdivisions¹

State	Programs financed from Federal and State funds only			Programs financed from Federal, State, and local funds					
				Funds distributed by State among political subdivisions on a fixed matching basis			Funds distributed by State among political subdivisions on a variable matching basis		
	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind
Total.....	27	14	22	21	23	17	1	4	1
Alabama.....				X	X	X			
Arizona.....	X	X	X						
Arkansas.....	X	X	X						
California.....				X	X	X			
Colorado.....	X				X	X			
Connecticut.....	X		X						
Delaware.....	X				X				
District of Columbia ¹	X	X	X						
Florida.....	X	X	X						
Georgia ^{2,3}				X	X	X			
Idaho ^{4,5}				X	X				
Illinois.....	X								
Indiana.....			X				X	X	
Iowa.....	X					X			
Kansas.....				X	X	X			
Kentucky.....	X								
Louisiana ⁶	X	X	X						
Maine.....	X		X		X				
Maryland.....			X	X		X		X	
Massachusetts.....				X	X				
Michigan.....	X							X	X
Minnesota.....			X	X	X				
Mississippi ⁷	X		X						
Missouri.....	X	X							
Montana ⁸				X	X	X			
Nebraska.....	X	X	X						
Nevada.....				X					
New Hampshire.....		X	X	X					
New Jersey ⁹	X	X	X		X				
New Mexico.....									
New York.....				X	X	X			
North Carolina ¹				X	X	X			
North Dakota.....			X	X	X				
Ohio.....	X					X		X	
Oklahoma.....	X	X	X						
Oregon.....				X	X	X			
Pennsylvania.....	X	X							
Rhode Island.....	X				X				
South Carolina ¹		X	X						
South Dakota.....	X		X						
Tennessee ¹				X	X	X			
Texas.....	X								
Utah ¹				X	X	X			
Vermont.....	X		X		X				
Virginia ²				X	X	X			
Washington ⁷	X	X	X						
West Virginia.....	X	X	X						
Wisconsin ⁴				X	X	X			
Wyoming.....			X	X	X				

¹ As far as possible, changes resulting from legislation during 1939 have been incorporated; administrative practices known to have been in effect in February 1939 are specified unless more recent data were available. Excludes Alaska and Hawaii.

² Quotas are used to limit amount of State funds expended in each political subdivision or allocated among political subdivisions.

³ No political subdivisions.

⁴ State grants or lends funds for payment of share of political subdivisions for assistance when localities are unable to furnish their share of funds.

⁵ County participation eliminated by recent legislation.

⁶ Aid to the blind in New Jersey is financed from Federal, State, and local

funds; cases lacking county settlement are paid from Federal-State funds, all other payments being made from Federal-local funds.

⁷ The board of county commissioners is required to budget and levy a sum equal to 3 mills against assessed valuation of county for public-assistance purposes. In practice, counties use proceeds of this levy for institutional maintenance, medical care, and general relief. If a balance of local funds remains, State bills county for reimbursement for public-assistance payments made. Very few counties have had balances of local funds, so that public-assistance programs under the Social Security Act have been financed almost entirely from Federal and State funds.

preceding month and the number of eligible cases awaiting approval.

Federal, State, and Local Funds—Matching Basis

Sixty-one public-assistance programs are financed from Federal, State, and local funds on a fixed matching basis. Under this system, Federal-State funds are made available to all localities on the basis of a uniform percentage of actual expenditures for assistance payments. Old-age assistance is thus financed in 21 States, aid to dependent children in 23 States, and aid to the blind in 17 States.⁴

A system of quotas for controlling the distribution of Federal-State funds among political subdivisions has been adopted by some of these States also, despite the fact that these funds are made available on a fixed matching basis. The quota for each county in Georgia for all programs is based on the ratio of total county population to total State population. Instead of using general population as a measure, Virginia determines fund quotas for each county for aid to dependent children and aid to the blind on the basis of the ratios of the number of children under 16 and the number of blind persons in the county to the total State population in these groups.⁵ The county quotas for old-age assistance in Virginia are determined by multiplying the number of eligible persons in the county by a predetermined average payment to all recipients in the State.⁶ Early in the development of its public-assistance programs, Tennessee established quotas for each county by program. These quotas were determined by multiplying the estimated potential case load by estimated average grants. These original quotas have not since been changed, except for discretionary adjustments to meet inequities in the operation of the quotas. The formula used in establishing county quotas for old-age assistance and aid to the blind in Maryland is based on past

experience reflected by case load and expenditures and on the potential needs reflected by aged or blind population.⁷ North Carolina requires the counties to submit budgets of their estimated needs for all three programs and limits Federal-State funds to each county by the amount of the approved budget.

The inability of some political subdivisions to meet all or any part of their share on a matching basis has been anticipated in a few States. In Idaho,⁸ Montana,⁹ Utah,¹⁰ and Wyoming,¹¹ the county share is paid from State funds when counties are unable to meet their designated share. In Idaho, this money may or may not be paid back by the county at the end of the fiscal year from balances on hand in the county indigent fund. The Utah State Board of Public Welfare assumes the additional burden only if the counties are unable to meet their share by a 5-mill levy on all taxable property within the county.

A special equalization fund has been designated in North Carolina from which funds are made available to counties unable to meet their share of old-age assistance and aid to dependent children.¹² Allotments from this special equalization fund can be made only to counties which have already imposed a tax of at least 10 cents per \$100 valuation of taxable property and only if the allotment does not exceed three-fourths of the total amount expended beyond the amounts produced by a tax levy of that amount. The equalization fund provided for by law in Georgia¹³ has never been used for this purpose because the inadequacy of the State's funds has made it necessary to use this special fund to meet the State's normal share.

In Wisconsin, counties unable to pay their share of public-assistance payments receive State grants or loans from the independent State Emergency Board, which deals with the general problem of

⁴ See table 1 for a listing by individual States.

⁵ Population estimates based upon personal judgment of unit supervisors in each county.

⁶ The number of eligible persons was determined by a field survey in selected areas, and the proportion of aged persons in each county estimated to be eligible was computed from these data. It was necessary to reduce the amounts for each county by 40 percent. For a complete description of the survey and methods of determining quotas, see *Report of Commissioner on Old-Age Assistance in Virginia*, Senate Document No. 3, pp. 19-34, 1937.

⁷ The formula for old-age assistance is based upon the following factors: (1) cases receiving old-age assistance during July 1938 plus applications pending on June 30, 1938—weight of three; (2) population 65 years of age and over as of July 1, 1937—weight of one; (3) expenditures for old-age assistance during the last fiscal year—weight of two. In practice the State does not adhere rigidly to these quotas but makes adjustments based on experience.

⁸ Idaho Session Laws, 1937, ch. 216, sec. 23. In March 1939 the legislature eliminated county participation in assistance payments (Idaho Session Laws, 1939, ch. 182, sec. 23).

⁹ Montana Laws, 1937, ch. 82, sec. XI (b).

¹⁰ Utah 1939 Session Laws, ch. 87, sec. 15.

¹¹ Wyoming Session Laws, 1937, ch. 88, sec. 25. This arrangement applies to old-age assistance and aid to dependent children only.

¹² 1937 Supplement to the North Carolina Code of 1935, sec. 5018 (59).

¹³ Georgia Laws, 1937, No. 82, sec. 16.

fiscal distress of the counties. These funds come from a special appropriation for relief separate from those of the public-assistance agency and are distributed on the recommendation of the Public Welfare Department. The recommendation of the Public Welfare Department is based on a formula,¹⁴ but the Emergency Board has discretionary power.

Federal, State, and Local Funds—Variable Proportions

Under the arrangements previously discussed, all the political subdivisions in a State put up the same percentage of local funds in relation to State-Federal funds, except for a limited number of counties unable to meet their share. In a few States, however, the proportions of Federal, State, and local funds differ for each political subdivision.

Although Indiana made a large part of the Federal-State funds available on a fixed matching basis in 1939, the State distributed an additional amount of State funds to all counties on the basis of the relationship between the net cost of all public-welfare functions and the assessed valuation in each county.¹⁵

In Ohio, a variable matching basis for financing the program for aid to dependent children results from the requirement that local funds be made available on the basis of a fixed mill levy; State funds are distributed on the basis of the ratio of children under 16 in each county to total State population under 16 without regard to the amount of local funds made available.¹⁶ In effect, this financing arrangement distributes State funds on the basis of maximum need as measured by the potentially eligible population and requires the counties to participate in relation to their financial ability as measured by assessed valuation.¹⁷

While for aid to dependent children the counties of Maryland are required to make a fixed levy of 1 cent per \$100 assessed valuation, the difference between the sum of combined local and Federal funds and assistance needs is financed customarily from State funds. A maximum quota is estab-

lished for distributing available State funds to each county on a basis similar to that used for old-age assistance.¹⁸

All State funds in Michigan for aid to dependent children and aid to the blind are distributed to the counties on a discretionary basis. The monthly grants of State funds are based on the assistance needs of the counties and the amount which the State agency believes the county can contribute. Both of these factors are measured roughly by expenditures during the preceding month and by any other information available to the State office.¹⁹

Effect of Fund Distribution on Problem of Meeting Assistance Needs Uniformly

The distribution of financial responsibility among the Federal, State, and local governments has an important bearing on the problem of achieving uniformity in meeting assistance needs. The adoption of devices such as quotas is evidence that the States recognize that inequalities among political subdivisions result when State funds are distributed as a fixed percentage of local expenditures. Provision for making emergency grants or loans to political subdivisions which are unable to meet their share of assistance is another evidence of the inequities which are fostered by fixed matching.

Administration of public assistance may not be uniform throughout the State for reasons not connected with financing methods. In the States in which public assistance is financed entirely from Federal-State funds, the question of inequalities resulting from the inability of localities to make necessary funds available is not a problem. Nonetheless, inequalities arise from uneven administration in the several counties. Normally, cases are approved and added to the assistance rolls in the order in which investigations are completed. If some political subdivisions or branch offices lag in completing investigations, recipients in areas served by these offices may not receive assistance because funds may have been exhausted when their applications are ready for approval. Competition for available funds among the counties

¹⁴ Described in *Financial Conditions of Wisconsin Counties, 1937*, pp. 4-5, of the Wisconsin Public Welfare Department.

¹⁵ Actually the net cost of public-welfare functions is expressed in terms of the tax rate necessary to raise the amount required to finance these costs.

¹⁶ Ohio General Code, sec. 1359-36 and sec. 1359-38.

¹⁷ Since distribution of State funds according to population does not reflect relative need for such funds among counties, this procedure may not bridge the gap between available local funds and local needs, or it may give funds to counties in excess of their needs.

¹⁸ See footnote 7.

¹⁹ Recent legislation (Public Act No. 280, Acts 1939), effective June 16, 1939, provides for payment of public assistance from Federal and State funds only. The present administrative procedure for allocation of funds among the counties is not known.

may result. If sufficient State funds were available to meet all assistance needs, no serious problem would be presented. Unfortunately, limited appropriations are still common and are likely to continue to be so. Under these circumstances, county quotas are useful to administrators as a device to iron out differences in administration among the counties.

A study of the financing methods used by States, including supplemental devices such as quotas, points to the conclusion that States are attempting, consciously or without realizing it, to "equalize" differences among political subdivisions with respect to assistance needs and financial ability. Most of the methods used seem to assume (1) that political subdivisions differ in the extent of their relative relief needs and in their relative financial ability to meet their respective relief needs, and (2) that disproportionately large assistance needs are often accompanied by relative inability to raise necessary funds.

The financing arrangement whereby Federal and State funds only are used is most flexible for achieving uniform administration. These funds can be allocated among the counties solely on the basis of the needs of the counties without regard to local fiscal abilities. This objective was encompassed by the quota systems adopted by several States. On the other hand, local need does not always determine the distribution of these funds because of the absence of standard concepts of need and of standardized methods for determining the amounts of assistance grants, and because of the lack of uniform policies with respect to the acceptance of applications. Until these administrative practices have been standardized sufficiently, county quotas may serve a useful purpose. They are not a substitute for such methods of obtaining uniformity as State-wide rules and regulations, supervision, and budgeting. Moreover, in many of the States, the specific factors used in establishing quotas have been of questionable validity as indexes of relative assistance needs in the localities.

When Federal-State funds are made available to the localities on a fixed matching basis, the amount for each county is determined by the ability as well as the willingness of the localities to put up funds. This procedure may or may not make enough funds available to meet the actual relief needs of the locality and may create inequi-

ties in the administration of public assistance in the State. Attempts to equalize differences among political subdivisions are difficult, if not impossible.

Grants or loans to counties unable to pay the local share of assistance costs may relieve the most glaring of these inequalities. Such provisions meet emergency situations, but they do not satisfy the need for equalizing basic county differences which do not result in emergencies.

To overcome the defects inherent in a fixed matching system, one State has established a special equalization fund, another distributes State funds to localities on a discretionary basis, and a third State uses State funds to make up the difference between local funds produced by fixed mill levies on general property and total relief needs shown by expenditures. These methods attack the basic problem but have achieved their objectives only partially. One of the major stumbling blocks in these and other methods has been the difficulty of discovering objective measures of assistance needs and financial ability.

The need for equalization applies to the distribution of funds for administration as well as to assistance payments. Inequities in administration of public assistance will arise if inadequate funds are available for personnel necessary to investigate the original and continuing eligibility of applicants and recipients. The principles outlined subsequently apply equally, therefore, to funds for administering public assistance.

Problems in Devising Equalizing Methods

In developing equalization procedures, two basic problems must be solved: (1) the development of indexes reflecting relief need and fiscal ability, and (2) formulation of administrative procedures under which these indexes may be put into effect.

Any indexes must be recognized as approximate measures. However, the superiority of such measures over present subjective or arbitrary formulas or over discretionary authority can hardly be questioned. The use of indexes assumes that administrators prefer to make decisions as to the major apportionment or distribution of funds in accordance with reasonably objective measures, free from administrative manipulation, rather than on the basis of local pressures or personal guesses, no matter how well-intentioned.

Since indexes are approximations and may work unevenly in individual instances, provision for correcting individual inequities must be afforded by reserving a limited amount of funds for distribution on a discretionary or emergency basis.

Any index that is developed should meet certain basic requirements:

- (1) It should be objective—i.e., based on statistical measurements without adjustments involving personal judgment.

- (2) It should be relatively simple, if at all possible; complex formulas which cannot be readily explained to county officials and legislators may defeat their own purposes.

- (3) It must be susceptible of practical application; indexes may be conceived which would be theoretically sound but cannot be constructed because the basic data are not available. Theoretical work should continue, however, since the collection of necessary data may be feasible if a sound plan can be developed.

- (4) It should reflect both assistance needs and financial ability to meet those needs; composite or separate indexes may be necessary, depending upon the circumstances. No index of local financial ability will be necessary under plans which do not provide for local financial participation.

Many technical problems will need to be solved before indexes meeting these requirements can be developed. The selection of factors which measure assistance need and fiscal ability has been a difficult problem in the past. Factors now in use must be evaluated and additional factors found. Relative weights to be applied to each component factor must be determined by careful research. The index of need must be combined with the index of fiscal ability, and relative weights must be assigned. The weighting process is important, because it vitally affects the ultimate apportionment of funds in applying the formula. Once these technical problems have been solved, the expression of the entire process in a formula should present no difficulties. Finally, individual factors, weights, and the formula as a whole must be tested carefully before the formula is applied extensively.

The administrative procedures by which equal-

ization formulas are to be put into effect must be devised. If no local funds are used, the administrative problem is simplified; the index of assistance need can be used as the basis for quotas of Federal and State funds to be allocated to each political subdivision.

Local financial participation makes necessary a more complex procedure. Under such an arrangement, it is necessary to determine (1) the total amount to be expended in the State to meet assistance needs in full, or in part, during the fiscal period; and (2) the proportion of this financial burden to be borne respectively by the State and collectively by its political subdivisions. Accurate determination of total assistance needs in the State will require that political subdivisions submit estimates carefully constructed on the basis of need factors. The decision as to the portion of this need to be met and the relative financial responsibility of the State or the locality rests with the legislature.

An index of relative financial ability of political subdivisions, based upon factors measuring fiscal ability, may be converted into percentages which can be applied to total local funds in order to determine the local share for each political subdivision. The difference between the assistance need of each political subdivision and the amount of local funds to be used would then represent the share of State and Federal funds to be made available for the political subdivision.

Summary

Many States have recognized that inequities in the administration of public-assistance programs have resulted from the methods of financing these programs and have adopted devices to meet the problem. Unfortunately, the methods used have been inadequate. While States have hesitated to adopt far-reaching changes which would involve new relationships between the State and its political subdivisions, they have been willing to experiment in this area but have been handicapped by the technical problems of constructing and applying indexes of assistance need and fiscal ability. These problems should not be considered insuperable; their solution, however, will require extensive research and experimentation.

GAINFUL WORKERS AND INCOME IN URBAN SINGLE-FAMILY HOUSEHOLDS

BARKEV S. SANDERS *

THE RELATIONSHIP between family income and the number of children in the family has been considered in earlier articles on the family composition study.¹

The present article provides an analysis of the relationship between family income and number of gainful workers per family for single-family households—that is, households consisting of a single bio-legal family, in which the reported income is the income of the entire membership of the household. Gainful workers are individuals in the labor market, that is, persons who were reported as currently occupied, employed on work relief, or seeking work at the time of the canvass for the National Health Survey, made in the winter of 1935–36.

A comparison between families with and without gainful workers in single-family households and

those in multi-family households indicates that the proportion of families reporting no gainful workers is almost four times as high for families in multi-family households as for single-family households—26 percent as compared with 7 percent (table 1). This difference is to be expected. Economic security is one of the bulwarks against family disintegration, which gives rise to multi-family households. And since for the vast majority of American families economic security is made possible only through current earnings, it is not surprising that a larger proportion of families in multi-family households are without gainful workers.

The close correlation between presence of gainful workers and economic self-sufficiency of the family is suggested by the fact that, in terms of households, as distinguished from families, the proportion without workers is about the same for single and for multi-family households. However, when the component families in multi-family households are studied, it becomes apparent that a large proportion of these families are economically dependent because of the absence of gainful workers. This is emphasized in the percentages given in the accompanying tabulation, showing the low proportion of families without gainful workers in the first family of multi-family households as compared with other than the first family in these households. (The first family is

*Bureau of Research and Statistics, Division of Health Studies. This article, the sixth in a series, is based on findings from the study of family composition in the United States, which utilizes data from schedules of the National Health Survey and is conducted as Work Projects Administration Project Nos. 365-31-3-5, 765-31-3-3, and 65-2-31-44 under the supervision of the Bureau of Research and Statistics. Data from the study are preliminary and subject to revision. For earlier articles, see the *Bulletin* for April, May, September, October, and November 1939.

¹ Falk, I. S., and Sanders, Barkev S., "The Economic Status of Urban Families and Children," *Social Security Bulletin*, Vol. 2, No. 5 (May 1939), pp. 25-34; and Sanders, Barkev S., "Children and Income in Urban Single-Family Households," *Social Security Bulletin*, Vol. 2, No. 11 (November 1939), pp. 3-10. For a description of the basis, purpose, and scope of the study of family composition and definitions of terms used in this article, see Sanders, Barkev S., "Family Composition in the United States," *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 9-13.

Table 1.—Number and percent of urban families in households of specified type with and without gainful workers, by type of family

[Preliminary data, subject to revision]

Type of family ¹	Number of families			Percent of families with gainful workers			Percent of families without gainful workers		
	All households	Single-family households	Multi-family households	All households	Single-family households	Multi-family households	All households	Single-family households	Multi-family households
All types.....	931, 140	532, 290	398, 850	84.9	92.9	74.1	15.1	7.1	25.9
Husband and wife.....	554, 070	415, 168	138, 902	96.7	97.1	95.6	3.3	2.9	4.4
Husband or wife, husband.....	63, 579	20, 291	43, 288	81.6	87.2	78.9	18.4	12.8	21.1
Husband or wife, wife.....	176, 826	67, 892	108, 934	89.6	73.3	51.1	40.4	26.7	48.9
Nonparent, male.....	62, 718	13, 458	49, 260	75.2	87.5	71.8	24.8	12.5	28.2
Nonparent, female.....	73, 947	15, 481	58, 466	67.3	77.1	64.7	32.7	22.9	35.3

¹ For definitions of types of families, see footnote 2 in text.

² Excludes 486 families with unknown number of gainful workers.

³ Excludes 94 families with unknown number of gainful workers.

the family of which the head of the household is a member; it is generally the less dependent of the families in multi-family households.)

Type of family	First family (per cent)	Other families (per cent)
All types.....	15.2	34.0
Husband and wife.....	4.2	5.3
Husband or wife, husband.....	15.4	23.0
Husband or wife, wife.....	40.5	54.3
Nonparent, male.....	16.9	29.3
Nonparent, female.....	29.7	36.3

It must be observed that the variation in the proportion of families without workers in single-family households as compared with those in multi-family households is conditioned by other factors as well. One of the most important of these is the fact that the proportion of husband-and-wife families,² among whom the percentage without workers is very small, is more than twice as high in single as in multi-family households—78 as compared with 35 percent.

The elimination of these factors by standardizing for each family type and by eliminating differences in size does not vitiate the contrast

² The families studied are classified by 5 major types, as follows, according to the relationship of the members to the head: (1) *Husband-and-wife families*.—Families with both spouses, with or without unmarried children; (2) *Husband-or-wife families, husband*.—Families with only the male spouse, with or without unmarried children; (3) *Husband-or-wife families, wife*.—Families with only the female spouse, with or without unmarried children; (4) *Nonparent families, male*.—Families without either spouse, with an unmarried male as the head, with or without unmarried sisters and/or brothers; and (5) *Nonparent families, female*.—Families without either spouse, with an unmarried female as the head, with or without unmarried sisters and/or brothers. The head of the family was determined as follows: In husband-and-wife families, the husband was designated as the head; in one-spouse families, the spouse; and in nonparent families, the oldest person.

between single and multi-family households. In general, the larger the number of workers per family the greater is the probability that the family is a single-family household—this in spite of a number of counteracting factors. For instance, the employment statistics from the family composition study confirm definitely the hypothesis that economic insecurity of the family forces more of the adult members into the labor market; therefore, if other factors could be equated, there would be a negative association between economic security and the number of persons in the family who are in the labor market. Another counteracting factor is that, biologically and socially, a family is most cohesive when it is young and there are children to care for, and when, as a result, the number of adults who could enter the labor market is smallest.

The contrast between families in single-family households and those in multi-family households, especially families other than those containing the head of the household, would be enhanced still further if the definition of gainful workers excluded those who produce little or no income. This result could be approximated by considering only such workers as were gainfully occupied at the time of the canvass. This further phase of analysis will be considered in subsequent articles.

Table 1 indicates that both in single and in multi-family households the type of family in which the greatest proportion is without gainful workers is that of husband-or-wife families with the wife as the head, followed by nonparent families with a female head.

Table 2.—Number of urban single-family households by number of gainful workers, and percentage distribution by income status

[Preliminary data, subject to revision]

Number of gainful workers	Number of families	Income status of family							
		All families	Relief families	Nonrelief families					
				Under \$1,000	\$1,000-1,499	\$1,500-1,999	\$2,000-2,999	\$3,000-4,999	\$5,000 and over
Total.....	1 519,731	100.0	16.6	29.1	23.3	15.9	10.4	3.5	1.2
No workers.....	36,488	100.0	26.5	50.7	12.2	5.3	2.9	1.4	1.0
1 worker.....	351,226	100.0	16.3	29.2	24.6	16.0	9.8	3.0	1.1
2 workers.....	90,851	100.0	14.0	25.7	23.6	18.3	12.9	4.3	1.2
3 workers.....	27,938	100.0	16.3	17.9	22.5	19.5	15.9	6.2	1.7
4 workers.....	8,440	100.0	16.1	13.9	20.6	19.9	17.9	8.8	2.8
5 workers.....	2,848	100.0	14.6	11.0	18.8	21.0	19.9	10.9	3.8
6 workers.....	729	100.0	11.7	8.5	17.4	19.4	20.4	15.9	6.7
7 workers.....	170	100.0	12.4	4.1	14.7	19.4	21.8	18.2	9.4
8 or more workers.....	41	100.0	7.3	4.9	14.6	4.9	31.7	22.0	14.6

¹ Excludes 12,570 families with unknown income and 83 families with unknown number of gainful workers.

Single-family households account for more than 69 percent of the individuals and less than 66 percent of the gainful workers in the urban sample. The higher proportion of children in single-family households and, to a lesser extent, the less frequent employment of married women, especially those who have children, help to explain the smaller proportion of gainful workers.

The discussion of the associations between income and number of workers in single-family households concerns, therefore, about two-thirds of the urban workers in the sample population. With some minor differences, these associations may also hold true for the remaining third in multi-family households.

Income Distribution of Families With Specified Numbers of Gainful Workers

The least favorable income distribution is found in families reporting no gainful workers, and there is a general improvement in income distribution with increasing number of gainful workers per family (table 2). The greatest single change in income distribution is observed in passing from families without gainful workers to those with one gainful worker. The decrease in the proportion of families on relief or with annual incomes of less than \$1,000 is sharpest in passing from families with no workers to those with one worker. There is a general tendency for the proportions of families on relief to decrease gradually with increasing number of gainful workers per family, and this tendency is even more strongly marked for families with incomes under \$1,000. Conversely, there is a progressive increase in the proportion of families with incomes of \$3,000 or more as the number of workers per family increases. In families with one or more workers, the positive association between number of workers and the proportion of families with incomes of \$3,000 and over is markedly greater than the negative correlation between number of workers per family and proportion of families on relief. It may be said, therefore, that the presence or absence of one worker is the main factor in determining whether or not the family is on relief or, to a lesser extent, whether it has a very low income. The actual number of gainful workers, on the other hand, is of much more importance in determining the place of the family in the lower or upper income categories.

Income of Families of Specified Size With Varying Number of Gainful Workers

The effect on income of the number of workers in relation to family size is shown in table 3. For families without gainful workers the proportion reporting relief is clearly associated with size of family. In families of two, without workers, more than one-fifth reported relief; in families of three, two-fifths reported relief; and this proportion continues to rise to over four-fifths in families of seven persons without workers. The tendency for the proportion on relief to increase with increasing family size is also apparent, though not as marked, in families with a specified number of workers; the only exceptions are in those with five or more workers. This exception, however, merely indicates that large families in which every individual except one, or occasionally two, is gainfully occupied are less likely to be on relief and more likely to have incomes of \$3,000 and over.

The percentages in the nonrelief categories, while demonstrating a definite relationship, show a more complex pattern. The proportions of families without workers in the income group of less than \$1,000, when compared with all families, are highest for smaller families and lowest for larger families, since many of the latter reported relief status. When nonrelief families are used as a base, the proportion of families without workers in the income category under \$1,000 shows an increase in larger families with increasing family size. In the income group \$1,000-\$1,499 the proportions are generally highest for families with one worker and tend to decrease with increasing number of workers. For higher income categories the percentages tend to rise progressively, with increasing number of workers, in all family sizes. The sharpest rate of change is observed in passing from families without workers to those with one worker, except in families of two, three, or seven persons with incomes of \$5,000 and over. The extent of change is much less as one passes to families with a progressively larger number of workers; in fact there is frequently a decrease in the relative proportions between families with one less than the maximum possible number of workers and those with the maximum number of workers. This suggests a differentiation of these two groups of families in terms of family type, which is taken into consideration in table 4.

Variation of Income in Families by Type, Size, and Number of Workers

When family type and size are considered simultaneously (table 4), the general pattern discussed in connection with table 3 is still apparent, but there are some variations in the different family types as to the degree of the association.

In husband-and-wife families the range of variation is somewhat less than that for all types of families. Table 4 indicates a positive association, in this family type, between income and number of workers. It may be observed, however, that in the income group \$3,000 and over this association between number of workers and the proportion of families in the income category disappears, or becomes negative, in passing from families with one

less than the maximum possible number of workers to those with the maximum possible number of workers. This would suggest that frequently economic necessity is responsible for the wife's seeking employment. It is evident also that the extent of association between number of workers and the relative proportion of families with incomes of \$3,000 and over is somewhat less marked than in all types of families.

In one-spouse families with a male head, the intensity of the association between income and number of workers in the family is less marked than in husband-and-wife families. On the whole, the associations are of the same nature, though numerous exceptions are found. For instance, in families of two, the relative proportions on relief are about the same regardless of the number of

Table 3.—Number of urban single-family households by size of family and number of gainful workers, and percentage distribution by income status

[Preliminary data, subject to revision]

Size of family and number of gainful workers	Number of families ¹	Income status of family							
		All families	Relief families	Nonrelief families					
				Under \$1,000	\$1,000-1,499	\$1,500-1,999	\$2,000-2,999	\$3,000-4,999	\$5,000 and over
2 persons.....	154,367	100.0	12.3	33.2	23.8	15.9	10.2	3.3	1.3
No workers.....	12,733	100.0	22.4	47.8	15.5	7.1	4.0	2.0	1.2
1 worker.....	115,401	100.0	12.3	31.7	25.0	16.3	10.1	3.3	1.3
2 workers.....	26,233	100.0	7.4	32.5	22.5	18.6	14.1	4.0	.9
3 persons.....	118,604	100.0	13.5	25.3	26.0	18.2	11.9	3.9	1.2
No workers.....	2,681	100.0	40.2	32.8	12.8	7.2	3.6	2.0	1.4
1 worker.....	82,995	100.0	13.6	25.3	27.1	18.2	11.3	3.4	1.1
2 workers.....	30,234	100.0	11.5	24.6	24.2	19.2	13.8	5.2	1.5
3 workers.....	2,694	100.0	9.5	25.6	24.0	17.9	14.7	6.4	1.9
4 persons.....	89,149	100.0	16.2	21.4	25.2	18.6	12.8	4.4	1.4
No workers.....	1,566	100.0	56.1	26.6	9.3	3.9	2.6	.8	.7
1 worker.....	60,095	100.0	16.7	22.0	26.4	18.4	11.6	3.6	1.3
2 workers.....	16,401	100.0	14.6	21.9	24.6	19.2	13.5	4.7	1.5
3 workers.....	10,411	100.0	10.3	16.7	22.0	21.1	19.2	8.4	2.3
4 workers.....	656	100.0	8.1	20.3	19.0	20.3	18.4	9.9	4.0
5 persons.....	48,495	100.0	21.5	21.0	23.8	17.1	11.1	4.1	1.4
No workers.....	818	100.0	67.5	19.6	6.3	3.7	1.6	1.2	.1
1 worker.....	29,229	100.0	23.4	22.3	24.7	16.0	9.5	2.9	1.2
2 workers.....	8,480	100.0	20.0	22.3	24.6	17.5	10.5	3.9	1.2
3 workers.....	6,558	100.0	15.1	17.0	23.2	21.4	15.8	5.8	1.7
4 workers.....	3,261	100.0	10.1	13.8	20.4	20.7	20.5	11.2	3.3
5 workers.....	149	100.0	10.7	14.8	21.5	20.8	17.4	12.1	2.7
6 persons.....	25,308	100.0	27.1	20.1	22.0	15.5	10.4	3.7	1.2
No workers.....	480	100.0	73.1	18.6	5.2	1.7	.6	.6	.2
1 worker.....	13,478	100.0	30.7	22.1	22.7	13.9	7.8	2.0	.8
2 workers.....	4,454	100.0	27.9	21.4	23.0	14.8	8.9	3.0	1.0
3 workers.....	3,671	100.0	20.5	18.4	22.2	18.6	14.0	5.1	1.2
4 workers.....	2,274	100.0	13.2	12.8	21.2	21.3	19.0	9.6	2.9
5 workers.....	920	100.0	8.8	10.4	17.5	22.7	22.4	13.0	5.2
6 workers.....	31	100.0	19.4	-----	19.4	16.1	19.4	-----	25.7
7 persons.....	13,341	100.0	32.2	19.5	21.1	13.6	9.3	3.2	1.1
No workers.....	240	100.0	83.3	12.1	2.9	.9	.4	-----	.4
1 worker.....	6,338	100.0	37.2	22.6	21.2	10.6	6.6	1.5	.3
2 workers.....	2,395	100.0	33.9	19.8	22.1	13.6	7.7	2.0	.9
3 workers.....	2,067	100.0	26.7	17.4	23.3	17.0	11.8	2.9	.9
4 workers.....	1,375	100.0	18.9	15.0	20.7	19.5	15.7	7.4	2.8
5 workers.....	696	100.0	13.2	11.1	19.7	21.8	18.7	11.6	3.9
6 workers.....	229	100.0	8.3	10.0	13.5	19.7	23.6	17.9	7.0
7 workers.....	1	-----	-----	-----	(?)	-----	-----	-----	-----

¹ Excludes families with unknown income and/or number of gainful workers.

² Not computed, because base is less than 25.

workers per family. Also, in families of larger size, the differences between relative proportions of families on relief, for families without workers and those with one worker, are not as marked as in the husband-and-wife families. In the non-relief group, a high relative proportion of families without workers and those with only one worker are found in the income group of less than \$1,000. In the higher income groups the proportions tend to increase progressively with increasing number of workers per family. In smaller families, however, the relative proportions in the higher income groups are sometimes higher for families without workers than for those with one or more workers.

For one-spouse families with a female head, the positive association between income and number of workers in the family is more marked than for those with a male head. The rate of change in the percentage on relief is generally highest in passing from families which have two less than the maximum possible number of workers to those with one less. For the income group of less than \$1,000, when all families are used as a base, the proportion of families without workers is smaller than that for families with one worker. However, when only nonrelief families are used as a base, the relative proportions in this income group appear to be somewhat higher in families without workers, and the proportions for families with two or more workers are lower in this income group. In the higher income groups, especially \$3,000 and over, there is generally a positive association between income and number of workers except in families with two members. This situation is reversed in passing from families with one less than the maximum possible number of workers to those in which the number of workers is the same as the number of members in the family.

Very few of the nonparent families have no workers. On the whole there is a very close relationship in this family type between family size and number of workers, and, except in two-person families with male heads, there is a marked positive association between income and number of workers.

It may be generalized that the association between the number of gainful workers and income status of the family is most marked in nonparent families and in one-spouse families with a female head, and least marked in one-spouse families with a male head.

Family Income and Age of Head

In a previous paper on the relationship between family income and number of children,³ it was pointed out that the association between income and age of family head is only in part attributable to the number of children under 16 in the family. Therefore, the question arises whether this association could be attributed to the number of workers in the family in relation to age of the head of the family.

In husband-and-wife families with specified number of workers per family the general pattern remains fairly constant between income and age of head. This pattern, as previously indicated,⁴ shows a high proportion of families reporting relief or incomes under \$1,000 in families with heads below age 25. Conversely, a low proportion of families headed by young persons are in the higher income categories. The proportions of families with heads in intermediate ages are lowest of all in the relief category and in the income group of less than \$1,000, intermediate in the income group \$1,000-\$1,999, and high in the income groups \$2,000 and over. Families headed by aged persons show a comparatively small proportion (though not the smallest) in the relief category and the income groups of less than \$2,000, and a high proportion in the income categories of \$2,000 and over.

When families are considered according to specified number of workers, the proportion on relief for those without workers is highest in younger ages and decreases progressively as the age of the head of the family advances. In the income group of less than \$1,000, families with youngest heads and without gainful workers have the lowest proportion, those with heads in ages 25-44 and 65 and over have the highest proportions, and the remaining age groups are intermediate. With advancing income the proportion of these families is very small, but the general pattern is the same as that observed between age of family head and income, irrespective of number of workers. There is, however, some indication that in families headed by aged persons there is a more distinct advantage in families without workers than in all families irrespective of workers.

Families with one worker show high proportions in the relief and under-\$1,000 categories in fam-

³ See the *Bulletin*, November 1939, pp. 3-10.

⁴ See the *Bulletin*, September 1939, pp. 25-36.

ilies with heads in the younger and older groups and low proportions in families with heads in the intermediate ages. In families with incomes of \$1,000 and over they show decreased proportions with increasing age of head in ages above 60.

In families with two workers the pattern more closely follows that of all families irrespective of

number of workers. Families with three workers also follow the general contour, although they show the lowest proportions of families with incomes of less than \$1,000 and relatively higher proportions of families with incomes of \$1,000 and over. Four-worker families are so few in number that no generalizations can be made.

Table 4.—Number of urban single-family households by size of family and number of gainful workers for selected family types, and percentage distribution by income status of family

[Preliminary data, subject to revision]

Size of family and number of gainful workers	Number of fam- ilies ¹	Income status of family					Size of family and number of gainful workers	Number of fam- ilies ¹	Income status of family														
		Relief fam- ilies	Nonrelief families						Relief fam- ilies	Nonrelief families													
			Under \$1,000	\$1,000-1,499	\$1,500-1,999	\$2,000-2,999				\$3,000 and over	Under \$1,000	\$1,000-1,499	\$1,500-1,999	\$2,000-2,999	\$3,000 and over								
Husband and wife												Husband or wife, husband—Continued											
2 persons	126,886	11.1	31.8	24.3	15.8	11.0	5.0	4 persons—continued															
No workers	9,269	20.6	49.2	16.2	7.1	4.0	2.9	1 worker	329	36.5	22.5	21.3	11.8	5.8	2.1	—							
1 worker	97,328	11.2	30.2	25.4	17.1	10.9	5.2	2 workers	325	20.9	19.4	24.3	16.6	11.1	7.7	—							
2 workers	20,289	6.0	31.7	22.7	19.5	15.1	5.0	3 workers	383	14.1	16.7	19.1	20.9	19.8	9.4	—							
3 persons	103,252	12.0	24.6	26.8	19.0	12.3	5.3	4 workers	150	6.7	17.3	20.0	16.0	22.0	18.0	—							
No workers	980	26.5	37.1	17.3	9.1	4.9	5.1	5 persons	709	25.7	16.4	21.4	17.6	11.3	7.6	—							
1 worker	77,830	12.3	24.6	27.7	18.9	11.8	4.7	No workers	7	(²)	(²)	(²)	(²)	(²)	(²)	—							
2 workers	23,328	10.5	24.2	24.1	19.7	14.3	7.2	1 worker	163	41.7	23.3	19.0	10.4	3.7	1.9	—							
3 workers	1,114	8.7	28.3	24.3	18.2	13.6	6.9	2 workers	155	34.2	16.8	24.5	15.5	7.7	1.3	—							
4 persons	81,362	14.8	21.1	25.9	19.2	13.1	5.9	3 workers	178	16.9	13.5	27.5	20.8	12.9	8.4	—							
No workers	545	44.6	30.1	13.2	5.3	4.4	2.4	4 workers	161	13.7	11.2	15.5	23.0	21.1	15.5	—							
1 worker	58,153	15.7	21.7	26.8	18.9	11.9	5.0	5 workers	45	11.1	15.6	20.0	22.2	11.1	20.0	—							
2 workers	14,471	13.1	21.5	24.8	20.0	14.2	6.4	6 persons	338	32.0	16.6	16.0	15.7	11.8	7.9	—							
3 workers	7,918	9.8	18.8	22.4	21.2	19.6	11.2	No workers	3	(²)	(²)	(²)	(²)	(²)	(²)	—							
4 workers	275	8.7	22.2	21.8	22.6	17.1	7.6	1 worker	72	48.6	20.8	12.5	11.1	7.0	—	—							
5 persons	44,652	20.1	21.0	24.5	17.6	11.4	5.4	2 workers	68	48.5	11.8	13.2	11.8	7.4	7.3	—							
No workers	310	57.1	24.5	8.4	5.8	1.9	2.3	3 workers	63	25.4	17.5	14.3	19.0	17.5	6.3	—							
1 worker	28,383	22.4	22.3	25.1	16.3	9.7	4.2	4 workers	77	19.5	19.5	24.6	15.6	9.1	11.7	—							
2 workers	7,669	18.1	22.0	25.2	18.2	11.0	5.5	5 workers	42	7.1	11.9	16.7	26.2	23.8	14.3	—							
3 workers	5,684	14.3	16.6	23.2	22.1	16.3	7.5	6 workers	13	(²)	(²)	(²)	(²)	(²)	(²)	—							
4 workers	2,539	9.9	14.0	20.9	20.7	20.9	13.6	Husband or wife, wife															
5 workers	67	9.0	17.9	23.9	22.4	16.4	10.4	2 persons	19,865	20.1	41.8	21.2	10.4	4.8	1.7	—							
6 persons	23,365	25.9	20.1	22.7	15.9	10.6	4.8	No workers	2,567	32.5	42.4	11.9	6.0	3.7	3.4	—							
No workers	213	67.6	22.1	7.1	1.4	—	—	1 worker	14,676	18.8	41.3	22.7	10.9	4.9	1.4	—							
1 worker	13,119	29.8	22.0	23.1	14.2	8.0	2.9	2 workers	2,622	14.7	43.9	21.8	12.7	5.6	1.3	—							
2 workers	4,057	25.7	21.2	23.8	15.5	9.6	4.2	3 persons	11,913	26.4	31.5	19.6	11.9	7.7	2.9	—							
3 workers	3,299	19.3	17.7	22.7	19.3	14.4	6.6	No workers	1,604	50.2	29.9	9.9	5.4	2.5	2.1	—							
4 workers	1,953	12.6	12.3	21.4	21.6	19.4	12.7	1 worker	4,170	34.1	39.0	15.8	6.5	3.3	1.3	—							
5 workers	717	7.8	10.2	17.6	23.3	23.8	17.3	2 workers	5,466	15.2	26.1	24.7	17.6	12.2	4.2	—							
6 workers	7	(²)	(²)	(²)	(²)	(²)	(²)	3 workers	673	12.8	32.2	25.5	13.2	11.0	3.3	—							
7 persons	12,388	31.2	19.6	21.6	13.9	9.4	4.3	4 persons	6,154	33.9	26.0	16.9	11.3	8.2	3.7	—							
No workers	116	81.9	12.9	4.3	—	—	—	No workers	1,020	62.7	24.7	7.4	2.7	1.6	—	—							
1 worker	6,177	36.4	22.6	21.6	10.9	6.7	1.8	1 worker	1,579	49.7	33.1	11.3	3.4	1.7	—	—							
2 workers	2,215	32.9	19.6	22.9	13.8	7.8	3.0	2 workers	1,515	27.5	26.4	23.0	13.0	7.5	2.6	—							
3 workers	1,873	25.4	17.3	23.5	17.5	12.2	4.1	3 workers	1,912	12.0	20.5	21.7	20.5	16.8	8.5	—							
4 workers	1,216	18.4	14.6	20.8	19.9	15.6	10.7	4 workers	128	10.9	20.6	19.5	18.8	18.7	5.5	—							
5 workers	601	13.0	11.2	18.1	22.6	18.8	16.3	5 persons	2,999	41.8	21.3	14.5	10.1	7.4	4.9	—							
6 workers	190	6.8	11.6	12.1	21.6	22.6	25.3	No workers	501	74.0	16.2	8.2	2.4	1.4	—	—							
Husband or wife, husband												Husband or wife, wife											
2 persons	3,282	17.1	32.2	22.2	15.0	9.4	4.1	1 worker	679	62.4	25.6	6.8	3.4	1.3	—	—							
No workers	269	18.2	45.4	16.7	8.9	5.2	5.6	2 workers	636	40.6	26.4	17.1	10.7	4.1	1.1	—							
1 worker	1,779	18.4	32.2	22.9	15.4	8.2	2.9	3 workers	660	22.1	21.1	23.0	15.2	12.1	6.5	—							
2 workers	1,234	15.0	29.3	22.5	15.7	12.1	5.4	4 workers	504	10.5	14.5	19.4	18.7	19.2	17.7	—							
3 persons	2,154	20.1	23.4	22.8	16.9	10.8	6.0	5 workers	19	(²)	(²)	(²)	(²)	(²)	(²)	—							
No workers	32	31.2	43.8	9.4	9.4	3.1	3.1	6 persons	1,560	45.4	20.2	13.1	9.9	6.6	4.8	—							
1 worker	766	28.9	24.1	21.7	13.5	6.9	2.9	No workers	262	78.2	15.3	3.8	1.9	—	—	—							
2 workers	854	16.9	24.8	23.3	16.8	11.5	6.7	1 worker	284	64.8	23.9	6.7	3.2	—	—	—							
3 workers	502	11.4	18.7	24.9	19.5	16.1	10.0	2 workers	326	50.6	25.5	14.7	7.1	—	—	—							
4 persons	1,196	21.5	19.1	21.1	16.6	13.7	8.0	3 workers	301	31.9	25.2	18.3	12.3	9.3	3.0	—							
No workers	9	(²)	(²)	(²)	(²)	(²)	(²)	4 workers	234	15.8	13.3	19.2	21.8	19.2	10.7	—							
								5 workers	149	14.1	11.4	17.5	18.8	15.4	22.8	—							
								6 workers	4	(²)	(²)	(²)	(²)	(²)	(²)	—							

¹ Excludes families with unknown income and/or number of gainful workers.

² Not computed, because base is less than 25.

In one-spouse families with a female head the general pattern shows a sharp decrease in the proportion of families on relief with increasing age of family head. There is also a general decrease, though not as sharp, among families in the income group of less than \$1,000; this decrease reverses itself at age 60 of the family head. In higher income groups, the proportions in general increase with advancing age of head, the increase being sharpest up to age 60.

In families of this type, those without workers show the highest proportions on relief in families with heads in ages below 60. In families with incomes of less than \$1,000, those without workers show a relatively low proportion in the younger age groups, and the percentages tend to increase with increasing age of head. For the income groups \$1,000 and over the proportions are lowest of all in families with heads under 25 and highest in those with heads in ages 45-59.

Families with one worker show decreasing proportions on relief with advancing age. The proportions in the income group under \$1,000 are high for families with heads in ages 25-64 and show comparatively little variation with age. For higher income categories the percentages increase progressively with increasing age of head.

Families with two workers closely parallel the average proportions of families regardless of number of workers. To a lesser extent this is also true of families with three workers.

Despite the differentiations noted, a general pattern of association between age and income is apparent in the two family types—husband-and-wife, and one-spouse families with the wife as the head. The patterns for nonparent families are similar to those for husband-and-wife families, and those for one-spouse families with male head correspond, in general, to those for one-spouse families with female head.

An examination of the percentage distribution of families by income, in terms of the number of workers, brings out a number of significant relationships. On the whole, in husband-and-wife families with younger heads the number of workers per family is not a major factor in determining the correlation with income, although, in general, the most favorable income distribution is found in those with two or more workers. In intermediate ages, the most favorable income distribution is found in families in which the number of workers

is one or two less than the number of persons in the family. This would tend to confirm the conclusion that, except in husband-and-wife families without children, the wife is in the labor market because the family income is relatively low. This economic selection of families in which the wife is a gainful worker means that, despite the addition of the wife's earnings, the family income is less favorable for these families than for those in which the wife is not employed. There is also some indication that in families with heads aged 60 and over, and more especially 65 and over, those economically most favored are the families in which the number of workers is two less than the number of persons in the family.

In one-spouse families with a male head, as in husband-and-wife families, there is little net association between number of workers and family income for families with very young heads. With increasing age of head the association becomes more and more significant, and, in general, the closer the number of workers approaches the number of persons in the family, the more favorable is the economic status of the family. Those composed entirely of gainful workers have most favorable income status.

In one-spouse families with a female head the degree of differentiation in family incomes in relation to number of workers increases with increasing age of family head, and in general, except in families with heads in intermediate ages, the most favored income groups are those in which the number of workers is one less than the number of persons in the family. One-person families without workers show a more favorable income distribution than those with workers, especially for younger persons. Among two-person families with heads less than 25 years of age this is also true, but among those with heads 60 and over the families without workers are generally the least favored and those with either one or two workers are relatively the more favored. In the younger age groups three-person families without workers have an income distribution at least as favorable as those with one and even two workers, but with increasing age of family head there is a differentiation favoring families with three or two workers. In four-person families, those with three workers have the most favorable income distribution in ages 60 and over. In general, similar tendencies are observed in families of still larger size.

In nonparent families with a male head, one-person families with a worker have a more favorable income distribution than those without a worker, especially for persons below the age of 60. In two-person families, those with two workers have the most favorable income status in all families except those with heads above age 65. In three-person families, likewise, families with the maximum number of workers have the most favorable income distribution.

In nonparent families with a female head, one-person families without a worker show on the whole a better income distribution among very young persons. In ages 25 and over, families without a worker show a relative excess in the very high and very low income groups, while those with a worker are more prevalent in the intermediate income groups. In two-person families with heads in ages below 25, those without workers predominate in the higher income groups; those with one worker predominate in the inter-

mediate and lower income groups. In families with older heads, those with the maximum number of workers have, in general, the most favorable income distribution, especially for intermediate ages. In three-person families, those with the maximum number of workers have the most favorable income in families with heads below 60, while in families with heads over 65 those without workers have the most favorable income status.

It would appear that, in general, in families with adults who are available to enter the labor market the larger the number of adults in the labor market, the more favorable is the income. In families with children and with aged individuals, the employment of all adults is generally brought about by economic necessity; among such families those with all members in the labor market have a relatively lower income status than those in which the number of gainful workers is one less than the total number of persons in the family.

EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • RESEARCH AND STATISTICS DIVISION

Review of the Month

Continued improvement in job opportunities in October, reflecting the expansion in industrial activity, was marked by a record volume of private placements made through public employment offices. Moreover, the number of persons registered as seeking work through these facilities declined to the lowest level in 22 months. Benefit payments to unemployed workers dropped to the lowest amount paid in any month this year, and there was a decline from the preceding month of 31 percent in the number of workers drawing benefits in the midweek of October.

Unemployed workers received benefits aggregating approximately \$26.7 million in October, a decline of nearly 21 percent from September. Decreases were general, with only 10 States reporting larger amounts of benefits than last month. The majority of the industrial States continued to

Chart II.—Number of initial and continued claims received in local offices, January–October 1939

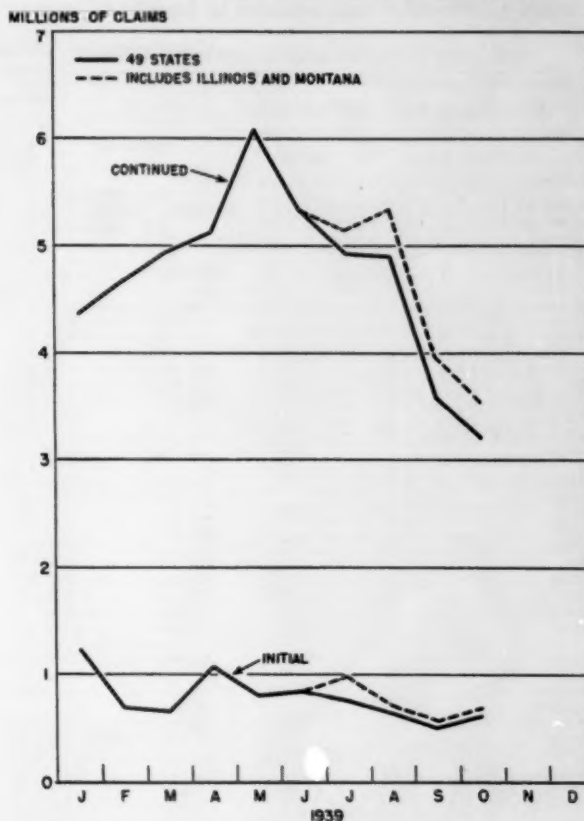
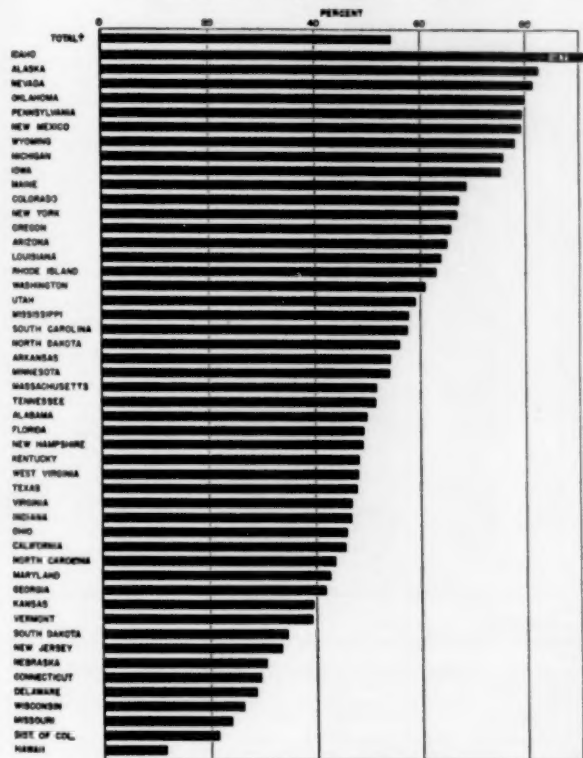


Chart I.—Ratio (percent) of benefits to collections by States, January–October 1939



† Excludes Illinois and Montana, which began benefit payments in July 1939.

show reduced amounts of payments, reflecting primarily the higher levels of business activity reached during October. Declines of more than 20 percent were reported by most of the manufacturing States, with the exception of New York, where slackening operations in seasonal industries resulted in a slight increase in payments during the month. The sharpest reduction occurred in Michigan, where benefit payments decreased more than 50 percent for the second successive month. This reduction resulted largely from seasonal re-employment in the automobile industry as the rate of production increased sharply during October. Accelerated operations in the steel industry probably accounted for some of the decrease in payments in Indiana, Maryland, Ohio, and Pennsylvania. About 38 percent of the payments in October were accounted for by Illi-

nois, Massachusetts, Michigan, Ohio, and Pennsylvania, as compared with 45 percent in September.

Continued claims declined 11 percent in October to 3.5 million, the lowest volume for the year.

Decreases occurred in 34 States, in 6 of which reductions were 25 percent or more. Increases ranged widely in the 16 States reporting higher receipts. On the other hand, the volume of initial claims received during the month in local

Table 1.—Number and amount of benefit payments by types of unemployment ¹ and by States, October 1939

[Data reported by State agencies, corrected to Dec. 1, 1939]

State	Number				Amount			
	All payments		Types of unemployment ²		All payments		Types of unemployment ²	
	Number	Percentage change from September	Total	Partial ³	Amount	Percentage change from September	Total	Partial ³
Total	2,612,649	-19.3			\$26,689,676	-20.8		
Alabama	40,166	-27.5	35,233	4,878	291,109	-25.0	\$262,066	\$28,768
Alaska	1,154	+8.9	986	64	16,624	+9.7	15,100	577
Arizona	9,182	-12.8	8,725	457	100,991	-12.2	97,431	3,560
Arkansas	19,016	-9.5	17,021	1,302	118,921	-6.4	111,717	5,333
California	227,935	-2.4	191,397	22,794	2,416,397	-3.2	2,194,813	141,118
Colorado	15,616	-6.8	13,475	2,114	156,645	-7.9	138,823	17,639
Connecticut	34,533	-29.2	31,487	2,604	328,377	-29.4	312,122	14,908
Delaware	5,641	-13.2	4,704	924	47,577	-11.2	43,639	3,814
District of Columbia	11,160	-8.8	10,082	432	88,010	-9.0	82,536	2,887
Florida	58,799	-30.4	45,579	6,269	498,749	-31.9	425,250	43,999
Georgia	37,029	-19.4	33,761	3,268	243,265	-23.6	229,790	13,475
Hawaii	4,577	+61.2	3,678	899	36,034	+40.1	32,015	4,019
Idaho	4,263	-22.3	3,348	915	43,472	-21.8	35,469	8,003
Illinois	268,781	-19.7	209,650	58,872	3,120,826	-20.5	2,668,465	450,373
Indiana	43,640	-22.7	34,074	9,501	420,835	-20.5	369,650	51,036
Iowa	20,632	-33.0	17,793	2,779	190,273	-38.4	172,482	17,299
Kansas	12,399	-12.1	10,229	2,170	114,720	-11.4	101,571	12,849
Kentucky	29,116	-28.5	28,496	314	236,224	-30.1	233,295	1,961
Louisiana	44,355	-21.8	38,696	2,602	366,452	-19.4	333,504	16,483
Maine	25,668	+5.7	18,974	4,020	158,973	+4.9	132,000	22,441
Maryland	33,394	-28.6	26,747	4,111	312,125	-29.8	249,944	28,784
Massachusetts	144,383	-13.3	143,338	(⁴)	1,360,319	-16.1	1,354,492	(⁴)
Michigan	139,864	-50.3	130,114	9,750	1,730,368	-53.8	1,640,040	90,328
Minnesota	34,574	+1.6	31,047	2,766	341,406	-2.3	314,093	19,802
Mississippi	12,668	-15.3	11,876	620	73,638	-15.2	70,501	2,499
Missouri	41,968	-22.4	34,070	7,898	349,961	-29.5	303,468	46,493
Montana	12,244	+6.1	12,242	(⁴)	137,815	+4.5	137,810	(⁴)
Nebraska	7,382	+6.1	6,914	466	64,300	+7.5	60,957	3,393
Nevada	4,360	-7.1	3,870	490	56,542	-7.2	51,108	5,434
New Hampshire	12,511	+3.1	9,432	3,049	93,978	-3.2	79,083	14,806
New Jersey	77,286	-19.2	77,022	(⁴)	754,205	-20.6	752,169	(⁴)
New Mexico	8,571	-20.8	7,507	1,063	86,286	-22.0	78,191	8,092
New York	415,058	+2.3	415,058	(⁴)	4,841,493	+2.4	4,841,493	(⁴)
North Carolina	41,059	-23.3	37,755	2,739	215,255	-25.4	203,220	10,075
North Dakota	2,029	+3.9	1,891	136	19,923	+9.6	18,784	1,132
Ohio	133,146	-21.8	109,278	18,742	1,229,457	-23.3	1,106,022	97,134
Oklahoma	24,069	+5.0	20,712	3,357	234,038	+5.9	211,845	22,193
Oregon	15,890	-3.3	13,301	2,555	181,894	-1.7	162,054	19,503
Pennsylvania	252,126	-31.3	237,889	(⁴)	2,725,168	-34.1	2,645,584	(⁴)
Rhode Island	42,523	-34.1	36,665	5,858	396,560	-34.0	371,072	25,488
South Carolina	23,511	-23.1	17,687	5,806	142,343	-17.0	115,701	26,585
South Dakota	5,615	(⁴)	4,746	868	40,975	(⁴)	36,600	4,373
Tennessee	46,169	-13.8	41,742	4,380	338,957	-14.3	317,791	20,963
Texas	45,413	-10.9	39,818	5,427	729,616	-10.9	670,371	59,078
Utah	9,206	-15.9	9,079	127	98,353	-18.1	97,069	1,284
Vermont	4,902	-1.5	4,094	796	37,058	+1.3	33,721	3,307
Virginia	32,158	-17.3	27,061	3,736	238,928	-21.8	214,581	19,879
Washington	27,858	+1.0	24,217	3,641	335,919	+2.7	306,795	29,124
West Virginia	25,545	-31.5	24,257	1,162	262,682	-15.2	193,056	68,714
Wisconsin	21,955	-20.4	18,059	3,782	219,733	-23.3	198,554	20,761
Wyoming	3,550	-18.4	2,822	573	45,847	-11.0	39,456	5,520

¹ For definitions of types of unemployment, see the *Bulletin*, March 1939, p. 33.

² Excludes irregular payments except where otherwise noted. In many cases monthly figures for total and partial unemployment are estimated from reports for week ended Oct. 14.

³ Includes benefits for part-total unemployment, except where otherwise noted. Benefits for partial unemployment are not provided by State law in Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania. Of these, only Mississippi provides for payments of less than full weekly benefit amount for total unemployment, i. e., "part total" unemployment. In Kentucky, which pays benefits for part-total unemployment, the provision for benefits for partial unemployment is not effective until January 1940.

⁴ Represents number of compensable weeks for which 3,000 checks were issued.

⁵ Includes irregular payments.

⁶ Represents number of compensable weeks for which 31,054 checks were issued.

⁷ Data not comparable. State agency suspended operations July 25-Sept. 26, inclusive.

⁸ Payments for part-total unemployment included with payments for total unemployment.

⁹ Represents number of compensable weeks for which 31,518 checks were issued.

offices increased more than 20 percent to a total of 681,000. Increases were widespread, with 44 States reporting larger receipts than in the preceding month. The increases were fairly substantial in most States; in 24 States the volume received was 20 percent or more greater than in September, while in Michigan the volume more than doubled. According to the State reports, these expansions resulted chiefly from the curtailment of operations in seasonal industries, from

Table 2.—Number of initial and continued claims¹ received in local offices, by States, October 1939

[Data reported by State agencies, corrected to Dec. 1, 1939]

State	Initial claims ¹		Continued claims ¹	
	Number	Percentage change from September	Number	Percentage change from September
Total.....	681,236	+20.1	3,537,267	-11.2
Alabama.....	8,463	+4.2	61,774	-17.7
Alaska.....	461	+106.7	1,333	+61.0
Arizona.....	2,190	+28.1	13,229	+8.1
Arkansas.....	4,696	+30.7	25,315	-10.6
California.....	63,896	+31.2	332,328	+11.9
Colorado.....	3,571	+10.1	19,040	-8.9
Connecticut.....	9,796	+6.4	39,923	-21.6
Delaware.....	1,525	+38.3	7,227	-9.1
District of Columbia.....	1,734	+11.2	15,257	-1.7
Florida.....	6,575	+6.2	69,750	-26.1
Georgia.....	9,137	+13.7	54,938	-16.5
Hawaii.....	1,309	+49.6	4,663	+60.6
Idaho.....	1,834	+66.4	6,780	-3.0
Illinois.....	59,472	-8	317,098	-16.2
Indiana.....	8,839	+25.2	63,681	-17.4
Iowa.....	6,042	+20.0	29,606	-17.9
Kansas.....	3,821	+10.1	21,412	-5.9
Kentucky.....	3,489	+3.2	40,091	-19.6
Louisiana.....	10,396	+5.8	53,544	-22.7
Maine.....	5,979	+17.6	35,750	+9.2
Maryland.....	3,823	+6.4	45,227	-15.1
Massachusetts.....	41,454	+6.9	183,028	+3.4
Michigan.....	85,025	+159.1	158,303	-34.9
Minnesota.....	5,395	+24.9	48,488	-6.2
Mississippi.....	5,084	+41.7	19,669	+2.2
Missouri.....	16,305	+49.3	91,577	-8.3
Montana.....	2,507	+19.1	15,292	+11.1
Nebraska.....	2,146	+57.4	9,748	+10.7
Nevada.....	1,180	+18.1	4,882	-3.8
New Hampshire.....	3,392	+1.5	22,992	+6.5
New Jersey.....	26,450	+84.8	123,807	-4
New Mexico.....	3,167	+14.3	13,081	-13.7
New York.....	125,068	+13.9	562,441	+2.9
North Carolina.....	10,925	-45.9	70,179	-4.5
North Dakota.....	547	+81.1	3,492	+25.2
Ohio.....	14,179	+7	160,250	-26.4
Oklahoma.....	8,322	+29.7	36,598	+7.9
Oregon.....	9,832	+29.4	27,910	+24.9
Pennsylvania.....	25,089	-23.3	298,851	-30.3
Rhode Island.....	7,505	-23.3	50,589	-35.3
South Carolina.....	4,881	-27.6	29,082	-20.5
South Dakota.....	923	(²)	8,218	(²)
Tennessee.....	7,813	+25.2	64,751	-1.3
Texas.....	21,044	+19.6	59,105	-5.5
Utah.....	2,252	+10.2	11,597	-9.1
Vermont.....	1,101	-22.1	6,608	-24.7
Virginia.....	6,853	+30.2	42,919	-13.9
Washington.....	5,583	+31.4	43,634	-1.5
West Virginia.....	5,873	-21.4	31,324	-34.2
Wisconsin.....	13,328	+30.0	55,699	+20.5
Wyoming.....	975	+27.5	4,208	-13.9

¹ For definitions of types of claims, see the *Bulletin*, March 1939, pp. 32-34.

² Excludes "additional" claims.

³ Data not comparable. State agency suspended operations July 28-Sept. 26 inclusive.

⁴ Includes claims for total and part-total unemployment only.

labor disputes, and from administrative procedures which resulted in the filing of new claims by workers who had been ineligible for benefits in the previous quarter.

Table 3.—Number of initial and continued out-of-State claims¹ received as liable State,² by States, October 1939

[Data reported by State agencies, corrected to Dec. 1, 1939]

State	Out-of-State claims received as liable State			
	Initial		Continued	
	Number	Percent of initial claims received in local offices	Number	Percent of continued claims received in local offices
Total.....	26,848	4.0	159,005	4.5
Alabama.....	469	5.5	3,056	4.9
Alaska.....	182	29.5	857	64.3
Arizona.....	521	23.8	3,128	23.6
Arkansas.....	363	7.8	2,478	9.8
California.....	1,664	2.6	16,635	5.0
Colorado.....	436	12.2	2,618	13.8
Connecticut.....	649	6.6	3,025	7.6
Delaware.....	141	9.2	510	7.1
District of Columbia.....	1,003	15.3	6,309	9.0
Florida.....	516	5.6	2,069	3.8
Georgia.....	18	1.4	95	2.0
Hawaii.....	412	22.5	991	14.7
Idaho.....	2,238	3.8	9,282	2.9
Indiana.....	501	5.7	1,882	3.0
Iowa.....	457	7.6	1,554	5.2
Kansas.....	580	15.2	2,284	10.7
Kentucky.....	241	6.9	3,465	7.1
Louisiana.....	395	3.8	3,569	6.7
Maine.....	228	3.8	1,015	2.8
Maryland.....	326	48.5	2,139	4.4
Massachusetts.....	854	2.1	4,524	2.6
Michigan.....	1,299	1.5	5,739	3.6
Minnesota.....	479	8.9	2,138	4.4
Mississippi.....	296	5.8	1,900	6.6
Missouri.....	873	5.4	3,955	4.3
Montana.....	293	11.7	2,106	13.8
Nebraska.....	266	12.3	1,451	15.0
Nevada.....	284	24.1	1,770	36.3
New Hampshire.....	490	14.4	1,925	8.4
New Jersey.....	805	3.0	4,259	3.4
New Mexico.....	322	10.2	2,944	22.5
New York.....	1,839	1.5	13,150	2.3
North Carolina.....	496	4.5	2,556	3.6
North Dakota.....	99	18.1	390	10.3
Ohio.....	597	4.2	6,317	3.7
Oklahoma.....	821	9.9	3,759	10.3
Oregon.....	297	3.0	2,074	7.4
Pennsylvania.....	850	3.4	6,991	2.3
Rhode Island.....	270	3.6	1,835	3.6
South Carolina.....	192	43.9	1,109	3.8
South Dakota.....	85	9.2	378	4.6
Tennessee.....	504	6.5	3,226	5.0
Texas.....	1,051	5.0	7,972	13.5
Utah.....	234	10.4	1,208	10.4
Vermont.....	120	10.9	284	4.3
Virginia.....	433	6.3	2,172	5.1
Washington.....	444	8.0	2,550	5.8
West Virginia.....	231	3.9	1,687	5.4
Wisconsin.....	208	2.0	763	1.4
Wyoming.....	416	42.7	1,242	29.5

¹ For definitions of types of claims, see the *Bulletin*, March 1939, pp. 32-34.

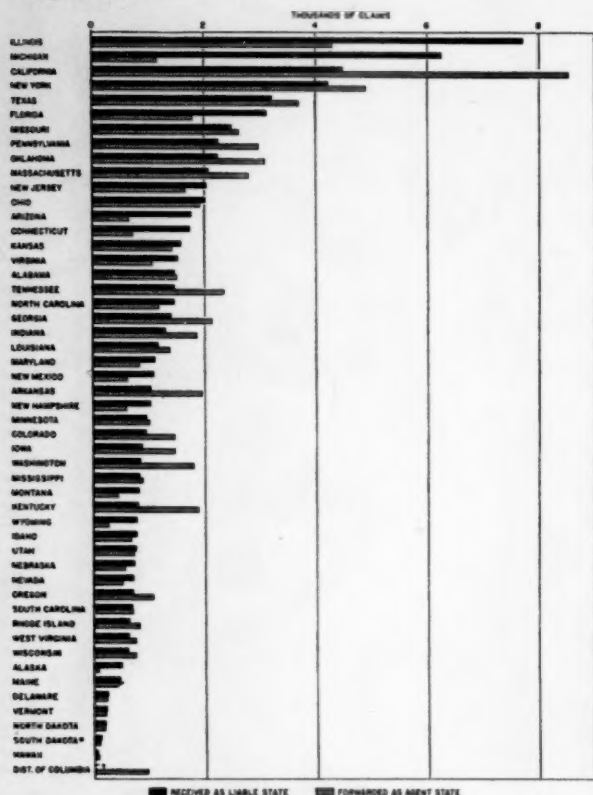
² The liable State is one to which a claim is forwarded by agent State for disposition.

³ Accepts no out-of-State claims as liable State.

⁴ Represents percent of initial claims, excluding "additional" claims.

⁵ Represents percent of initial claims received for total and part-total unemployment only.

Chart III.—Comparison of out-of-State initial claims received as liable and as agent State, by States, July–September 1939



*State agency suspended operations July 28–Sept. 26, inclusive.

† District of Columbia accepts no out-of-State claims as liable State.

A total of 27,000 initial out-of-State claims, 4 percent of the total number of initial claims received in local offices, was received by the 50 State agencies participating in the interstate benefit-payment plan. Wyoming, with 43 percent, showed the highest proportion of initial out-of-State claims in relation to claims received from within the State; the majority of these claims originated in Montana. Alaska, which has regularly shown the highest proportion of out-of-State claims received as a liable State in relation to receipts from within the Territory, had a volume equivalent to 40 percent of local-office receipts. In 13 other States, principally the Rocky Mountain and Great Plains areas, such claims ranged from 10 to 24 percent of local-office receipts. Continued out-of-State claims rose slightly to a total of 159,000 in October and represented 4.5 percent of continued claims received in local offices.

In the week ended October 14, approximately 502,000 individuals received unemployment bene-

Table 4.—Number of individuals receiving benefits during week ended Oct. 14, and number of new claims authorized and of claimants exhausting wage credits during October 1939, by States

[Data reported by State agencies, corrected to Dec. 4, 1939]

State	Individuals receiving benefits during week ended Oct. 14		New claims authorized during October 1	Claimants exhausting wage credits during October
	Number	Percentage change from week ended Sept. 16		
Total.....	501,714	-31.3	263,190	173,003
Alabama.....	8,443	-27.2	2,522	2,428
Alaska.....	193	-19.9	91	63
Arizona.....	1,958	-24.5	1,019	593
Arkansas.....	3,649	-25.8	1,968	951
California.....	53,898	-6	19,772	13,038
Colorado.....	2,771	-28.1	1,378	773
Connecticut.....	6,142	-45.4	4,001	3,714
Delaware.....	1,204	-17.8	557	487
District of Columbia.....	2,359	-21.0	1,052	1,168
Florida.....	13,850	-20.1	4,767	7,538
Georgia.....	6,522	-40.3	3,176	2,650
Hawaii.....	987	+90.5	759	168
Idaho.....	533	-53.2	241	267
Illinois.....	43,772	-37.6	23,248	(*)
Indiana.....	8,799	-38.5	5,688	2,308
Iowa.....	3,624	-39.3	2,150	1,463
Kansas.....	2,735	-13.8	1,635	921
Kentucky.....	6,416	-30.4	1,958	2,219
Louisiana.....	9,638	-25.1	3,403	3,011
Maine.....	6,036	-4.9	2,410	826
Maryland.....	6,071	-42.7	2,006	2,145
Massachusetts.....	27,537	-15.4	11,048	25,879
Michigan.....	30,620	-54.4	10,878	7,441
Minnesota.....	6,483	-20.2	2,630	1,536
Mississippi.....	2,106	-40.5	1,603	712
Missouri.....	7,707	-38.2	3,757	2,813
Montana.....	2,985	+15.3	1,381	40
Nebraska.....	1,491	-3.6	676	454
Nevada.....	900	-14.0	326	209
New Hampshire.....	2,233	-25.9	1,573	590
New Jersey.....	13,711	-34.3	9,631	5,636
New Mexico.....	1,564	-36.1	582	608
New York.....	68,187	-35.4	39,312	22,027
North Carolina.....	8,162	-37.9	3,526	1,937
North Dakota.....	374	-17.4	194	117
Ohio.....	26,284	-33.0	8,433	8,349
Oklahoma.....	4,681	-3.6	3,297	1,893
Oregon.....	3,084	+3	1,831	1,276
Pennsylvania.....	50,094	-34.8	30,660	20,363
Rhode Island.....	10,193	-31.2	4,472	4,243
South Carolina.....	4,301	-6	2,843	1,743
South Dakota.....	441	(*)	389	358
Tennessee.....	6,903	-40.6	3,562	2,030
Texas.....	9,531	-28.3	9,331	6,253
Utah.....	1,987	-21.5	732	634
Vermont.....	770	-32.3	495	118
Virginia.....	5,361	-34.5	3,142	2,258
Washington.....	7,666	+3.5	2,445	1,829
West Virginia.....	5,200	-37.3	2,863	2,715
Wisconsin.....	3,993	-33.2	8,121	2,669
Wyoming.....	755	-31.8	356	232

1 For definitions of types of claims, see the *Bulletin*, March 1939, pp. 32-34.

2 Represents number of claimants exhausting maximum benefits during month.

3 Data not reported.

4 Represents individuals exhausting rights established after uniform duration became effective as well as those whose duration was determined under earlier provisions. Montana and Ohio have had uniform duration since benefits first became payable.

5 Represents number of claimants exhausting wage credits reported by local offices.

6 Data not comparable. State agency suspended operations July 28–Sept. 26, inclusive.

7 For week ended Oct. 23.

fits, a decrease of 31 percent from the midweek of September for the 50 States reporting for both September and October. More than half of the 46 States reporting decreases showed reductions of 30 percent or more in the number of workers receiving benefits. Increases of 0.3 percent, 3.5 percent, and 15.3 percent, respectively,

were reported by Oregon, Washington, and Montana; Hawaii showed an increase of 90.5 percent over the midweek of the preceding month.

New claims authorized for payment reached the lowest level for the year, totaling 263,000, a decrease of almost 13 percent from September.

Table 5.—Activities of public employment services in the United States, by States, October 1939

[Data reported by State agencies, corrected to Nov. 15, 1939]

State	Placements ¹					New applications		Active file ² as of Oct. 31, 1939	
	Total	Private			Public ³ Number	Number	Percentage change from September		
		Number	Percentage change from September	Regular (over 1 month)					Temporary (1 month or less)
Total.....	366,184	308,422	+7	152,073	156,349	67,762	545,195	-4	5,462,272
Alabama.....	4,711	3,990	-4	2,655	1,335	721	11,570	+30	125,385
Alaska.....	339	196	-12	50	146	143	426	+45	2,210
Arizona.....	4,327	3,853	+32	3,184	669	474	3,257	+9	21,636
Arkansas.....	4,074	3,323	-34	1,350	1,973	751	4,717	+4	61,648
California.....	25,534	23,238	-6	9,906	13,332	2,296	48,035	+11	385,296
Colorado.....	6,395	5,685	-11	1,297	4,388	710	4,585	-14	59,571
Connecticut.....	6,435	5,421	+27	3,491	1,930	1,014	5,006	-1	82,171
Delaware.....	2,356	2,205	+47	1,656	549	151	862	-18	12,874
District of Columbia.....	3,871	3,424	(⁴)	1,464	1,960	447	4,090	+3	35,980
Florida.....	7,009	5,793	+227	5,029	784	1,216	10,363	+9	64,085
Georgia.....	8,530	6,425	-11	3,032	3,393	2,105	14,185	+1	174,079
Hawaii.....	568	359	+4	193	166	209	1,491	-1	9,706
Idaho.....	5,617	4,967	+118	946	4,021	530	2,611	+35	14,190
Illinois.....	13,661	13,416	+8	6,687	6,729	245	30,306	+6	198,579
Indiana.....	9,249	8,911	+1	5,543	3,368	338	18,081	+25	182,957
Iowa.....	8,317	6,243	(⁴)	2,254	3,989	2,074	4,802	-15	83,720
Kansas.....	3,654	2,846	+8	1,152	1,696	806	4,790	-1	38,127
Kentucky.....	3,801	2,504	+8	1,616	888	1,297	10,501	-26	82,364
Louisiana.....	6,710	5,989	+38	4,741	1,248	721	7,980	+4	97,583
Maine.....	1,985	1,352	-4	944	408	633	2,766	+27	33,134
Maryland.....	4,205	3,371	+13	1,855	1,516	834	6,195	+3	60,633
Massachusetts.....	4,162	3,355	+15	2,474	881	807	16,721	+12	173,051
Michigan.....	14,082	11,633	+9	6,968	4,665	2,449	20,046	+24	200,986
Minnesota.....	8,174	6,343	+9	2,979	3,364	1,831	6,994	+6	148,871
Mississippi.....	7,260	3,990	-24	2,560	1,430	3,270	14,522	+1	86,610
Missouri.....	13,885	12,737	+43	3,209	9,528	1,148	30,371	-2	136,322
Montana.....	2,028	1,201	+18	707	494	827	1,425	+10	27,143
Nebraska.....	4,050	2,269	+24	757	1,512	1,781	2,989	+11	43,214
Nevada.....	1,184	989	+4	528	461	195	1,034	+4	8,521
New Hampshire.....	2,669	2,264	+62	1,776	488	405	1,767	+18	25,326
New Jersey.....	12,252	11,727	+10	7,132	4,595	525	20,211	+2	272,006
New Mexico.....	5,390	5,105	-8	2,152	2,953	285	1,618	+7	34,171
New York.....	25,618	21,871	+8	11,362	10,509	3,747	52,700	-38	534,210
North Carolina.....	11,344	7,961	+21	4,885	3,076	3,383	11,361	(⁴)	91,746
North Dakota.....	3,365	2,885	-22	894	1,991	480	1,552	-33	27,163
Ohio.....	15,901	14,717	(⁴)	7,538	7,179	1,184	22,638	+7	278,642
Oklahoma.....	5,622	4,710	-16	895	3,815	912	5,117	+7	60,167
Oregon.....	6,906	5,735	-18	2,557	3,178	1,171	5,477	+20	31,999
Pennsylvania.....	15,847	12,053	+47	8,921	3,132	3,794	29,792	+6	460,260
Rhode Island.....	1,322	1,026	+23	609	357	296	2,707	-15	43,879
South Carolina.....	3,492	2,286	+6	1,286	1,000	1,206	5,552	+35	102,037
South Dakota.....	1,306	836	(⁴)	344	492	470	1,545	(⁴)	34,407
Tennessee.....	9,298	8,479	+67	2,071	6,408	819	9,173	+18	133,283
Texas.....	28,428	25,293	+11	7,194	18,099	3,135	28,672	+13	273,226
Utah.....	2,628	2,205	+27	633	1,572	423	1,975	+20	20,215
Vermont.....	1,059	768	-49	363	405	291	730	-25	14,998
Virginia.....	6,465	4,863	-4	3,467	1,396	1,602	8,065	-2	44,270
Washington.....	7,335	6,275	-41	2,293	3,982	1,060	8,007	+27	95,362
West Virginia.....	4,193	3,296	+7	2,188	1,108	897	3,718	-8	62,955
Wisconsin.....	8,174	6,970	+2	3,893	3,077	1,204	8,612	+1	166,218
Wyoming.....	1,497	1,067	+18	333	734	430	700	-12	7,885

¹ Preliminary.

² Represents applicants regarded by employment office as actively seeking work. The files are cleared periodically by removal of cards of applicants who have not recently renewed their registrations. There is some variation from office to office and State to State in the frequency with which this is done. The extent to which applicants for work relief are included in the active file also varies from State to State.

³ Decrease of less than 1 percent.

⁴ Increase of less than 1 percent.

⁵ Data not comparable. State agency suspended operations July 28-Sept. 26, inclusive.

Decreases were reported by 29 States, in 9 of which declines amounted to more than 25 percent. Michigan again experienced a decline of more than 50 percent from the last month in new authorizations. Increases were reported in 21 States; the largest gain occurred in Hawaii, where authorizations were more than double those for September. About 173,000 claimants

exhausted benefit credits during October. Although for the country as a whole new claims authorized exceeded exhaustions by 52 percent, exhaustions exceeded authorizations in the District of Columbia, Florida, Idaho, Kentucky, Maryland, Massachusetts, and New Mexico. During the past 3 months, authorizations totaled 1,020,660 and exhaustions 649,605. Despite this excess of

Table 6.—State unemployment compensation funds available for benefits, cumulative collections and interest, and benefits charged, by States, as of Oct. 31, 1939

[Data reported by State agencies,¹ corrected to Nov. 18, 1939]

[Amounts in thousands]

State	Month and year benefits first payable	Total funds available for benefits as of Oct. 31, 1939			Cumulative collections and interest credited as of Oct. 31, 1939		Collections January-October 1939 *	Benefits charged				Ratio (percent) of—		
		Amount ‡	Percentage change from Sept. 30, 1939	Index ‡	Total collections and interest †	Collections †		Cumulative through October 1939 *	January-October 1939 *	October 1939		1939 benefits to 1939 collections	Benefits to collections since benefits first payable	Total benefits to cumulative collections and interest
										Amount	Percentage change from September			
Total		\$1,481,734	† +5.5	‡ 153.9	\$2,247,908	\$2,194,771	\$718,200	\$765,576	\$369,645	\$26,586	* -21.6	‡ 54.2	65.6	34.1
States collecting quarterly:														
Alabama ¹⁰	Jan. 1938	11,333	+9.0	128.2	23,200	22,742	7,504	11,867	3,739	291	-25.0	49.8	84.7	51.2
Alaska	Jan. 1939	962	+3.9	108.7	1,257	1,230	357	295	295	17	+13.3	82.6	82.6	23.5
Arizona	Jan. 1938	2,677	+9.8	132.9	5,882	5,778	2,004	3,205	1,303	101	-12.2	65.0	84.6	54.5
Arkansas	Jan. 1939	6,742	+2.6	127.0	8,317	8,114	2,900	1,575	1,575	119	-6.3	54.3	54.3	18.9
California ¹⁰	Jan. 1938	147,062	+6.0	218.9	201,956	196,838	68,344	54,894	31,179	2,416	-3.2	45.6	42.1	27.2
Colorado	Jan. 1939	10,616	+5.6	118.7	13,677	13,282	4,557	3,061	3,061	157	-7.1	67.2	67.2	22.4
Connecticut	Jan. 1938	26,973	(11)	(11)	44,406	43,499	15,502	16,835	4,580	328	-29.3	29.5	59.3	37.9
Delaware	Jan. 1939	5,539	+6.0	141.5	6,159	6,013	2,161	620	620	48	-11.1	28.7	28.7	10.1
Florida	do	13,071	+2.6	132.4	15,947	15,568	5,859	2,876	2,876	513	-30.0	49.1	49.1	18.0
Georgia	do	19,639	+1.9	126.7	22,385	21,824	6,572	2,746	2,746	243	-23.6	41.8	41.8	12.3
Hawaii	do	4,854	+8.4	149.4	5,058	4,938	1,738	204	204	36	+38.5	11.7	11.7	4.0
Idaho	Sept. 1938	2,965	+8.3	98.6	5,375	5,242	1,750	2,410	2,043	43	-21.8	116.7	105.5	44.8
Illinois	July 1939	160,126	+2.8	109.7	179,771	175,329	59,120	10,645	10,645	3,121	-20.5	‡ 43.3	43.3	5.9
Indiana	Apr. 1938	33,615	+10.5	124.1	58,963	57,493	19,312	25,348	9,039	421	-20.4	46.8	82.0	43.0
Iowa	July 1938	13,228	-4	132.7	20,616	20,106	6,373	7,388	4,802	190	-38.5	75.3	71.7	35.8
Kansas	Jan. 1939	13,518	+6.0	132.8	15,538	15,139	5,146	2,020	2,020	115	-10.9	39.3	39.3	13.0
Kentucky ¹⁰	do	24,135	+2.5	127.5	28,598	27,779	9,268	4,463	4,463	236	-30.2	48.2	48.2	15.6
Maine	Jan. 1938	3,680	+18.9	97.9	10,808	10,651	3,771	7,128	2,593	165	+13.8	68.8	102.8	66.0
Maryland	do	16,249	+17.5	179.4	31,461	30,958	11,842	15,212	5,069	312	-29.7	42.8	69.2	48.4
Massachusetts	do	68,295	+3.8	163.5	111,855	109,119	31,929	43,560	16,462	1,360	-16.1	51.6	64.2	38.9
Michigan	July 1938	40,243	+21.0	77.8	122,798	120,439	44,407	73,555	33,652	1,728	-53.8	75.8	126.5	59.9
Minnesota	Jan. 1938	22,140	+6.2	185.7	37,013	36,272	12,404	14,873	6,712	341	-2.6	54.1	60.8	40.2
Mississippi	Apr. 1938	4,314	+13.0	147.9	6,967	6,806	2,144	2,653	1,239	74	-14.9	57.8	67.4	38.1
Missouri	Jan. 1939	48,908	+7.4	143.7	53,376	52,118	18,593	4,468	4,468	350	-29.4	24.0	24.0	8.4
Montana	July 1939	7,168	+6.9	115.2	7,577	7,392	2,701	409	409	138	+4.5	‡ 31.1	31.1	5.4
Nebraska	Jan. 1939	9,800	+6.2	138.4	10,922	10,663	3,693	1,122	1,122	64	+6.7	30.4	30.4	10.3
Nevada	do	1,708	+1.8	111.8	2,369	2,313	812	661	661	57	-6.6	81.4	81.4	27.9
New Hampshire	Jan. 1938	5,736	+7.8	135.1	9,719	9,489	2,553	3,983	1,251	94	-3.1	49.0	75.2	41.0
New Jersey ¹⁰	Jan. 1939	94,106	+4.6	141.1	107,227	104,325	39,119	13,121	13,121	754	-20.6	33.5	33.5	12.2
New Mexico	Dec. 1938	2,795	+5.7	113.7	3,859	3,753	1,330	1,064	1,055	86	-22.5	79.3	79.5	27.6
New York	Jan. 1938	175,935	+10.2	178.9	332,758	325,729	103,731	156,823	69,492	4,727	-3.2	67.0	68.5	47.1
Ohio	Jan. 1939	123,470	+7	126.1	143,405	139,044	43,471	19,935	19,935	1,229	-23.3	45.9	45.9	13.9
Oklahoma	Dec. 1938	14,367	+2.9	113.6	18,142	17,582	4,627	3,775	3,703	234	+5.9	80.0	72.8	20.8
Oregon	Jan. 1938	8,058	+18.0	137.6	17,566	17,231	5,456	9,508	3,591	181	-2.2	65.8	82.9	54.1
Pennsylvania	do	84,860	+1.1	120.3	206,061	202,102	62,507	121,201	49,656	2,725	-34.1	79.4	91.5	58.8
Rhode Island ¹⁰	do	10,058	+22.2	126.7	24,391	23,991	7,998	14,333	5,040	395	-33.6	63.0	88.7	58.8
South Carolina	July 1938	9,395	+3.7	149.9	11,839	11,476	3,224	2,444	1,849	142	-17.0	57.4	45.9	20.6
South Dakota	Jan. 1939	2,687	+7.2	135.9	3,041	2,952	1,023	354	354	41	(11)	34.6	34.6	11.6
Tennessee	Jan. 1938	12,450	+4.8	160.1	22,470	22,013	7,558	10,020	3,876	339	-14.4	51.3	69.9	44.6
Utah	do	3,326	+14.1	129.9	7,284	7,155	2,535	3,958	1,497	98	-18.3	59.1	85.5	54.3
Virginia	do	16,020	+3.7	191.5	25,655	25,087	8,521	9,635	3,999	239	-21.6	46.9	57.3	37.6
Washington	Jan. 1939	22,531	+8.4	119.3	27,637	26,952	8,388	5,106	5,106	336	+2.8	60.9	60.9	18.5
Wyoming	do	2,725	+7.2	113.5	3,726	3,639	1,281	1,001	1,001	46	-11.5	78.1	78.1	26.9

See footnotes at end of table.

authorizations, the steady decline since August probably indicates that many benefit recipients have been reemployed.

Openings were filled in 308,422 private jobs, the largest volume of placements with private employers ever made in the history of the public employment system in the United States. Except for July, each month since April of this year has exceeded the previous month's record of private placements. The number of private placements in October was 7 percent above September and nearly 50 percent higher than the volumes of October 1938 and 1937. Approximately half of the private placements were in jobs of a continuing nature. Men were placed in 183,000 private jobs and women in 125,000. Improvement was general, gains being reported in 33 States. Greatest improvements were found in the South and Middle Atlantic and the West North Central regions. The only area to show a

decrease in private placements was the Pacific Coast, primarily because of declines in agricultural placements. During the first 10 months of 1939, a total of more than 2,192,000 private placements was made, an increase of about 42 percent over the corresponding period in 1938.

In addition to the record volume of private placements, employment offices filled nearly 58,000 jobs in public employment, making a total of 366,184 complete placements for October, the highest monthly total since June 1937. The public placement service also assisted in filling more than 113,000 jobs in which the employment offices played a major part in bringing worker and employer together, although they did not perform all steps in completing a placement.

The active file of registrants for jobs declined about 4 percent to approximately 5.5 million by the close of October, a volume approximately 30 percent lower than in October 1938, and the

Table 6.—State unemployment compensation funds available for benefits, cumulative collections and interest, and benefits charged, by States, as of Oct. 31, 1939—Continued

[Data reported by State agencies,¹ corrected to Nov. 18, 1939]

[Amounts in thousands]

State	Month and year benefits first payable	Total funds available for benefits as of Oct. 31, 1939			Cumulative collections and interest credited as of Oct. 31, 1939		Collections Janu-ary-October 1939 ¹	Benefits charged				Ratio (percent) of—		
		Amount ²	Per-centage change from Sept. 30, 1939	Index ³	Total collections and interest ⁴	Collections ⁵		Cumulative through October 1939 ⁶	Janu-ary-October 1939 ⁷	October 1939		1939 benefits to 1939 collections	Benefits to collections since benefits first payable	Total benefits to cumulative collections and interest
										Amount	Per-centage change from September			
States collect- ing monthly:														
District of Columbia.	Jan. 1938	\$15,546	+3.0	263.8	\$18,451	\$17,916	\$5,764	\$2,905	\$1,233	\$88	-9.3	21.4	24.0	15.7
Louisiana ¹⁰	do	16,018	+3.2	209.3	25,281	24,699	8,224	9,263	5,256	366	-19.4	63.9	54.0	36.6
North Carolina	do	16,631	+4.8	176.7	28,867	28,286	9,216	12,236	4,020	215	-25.6	43.6	64.4	42.4
North Dakota	Jan. 1939	2,307	+2.8	121.6	2,781	2,712	847	474	474	20	+11.1	56.0	56.0	17.0
Texas	Jan. 1938	43,364	+2.4	219.5	61,815	60,245	19,000	18,451	9,107	730	-16.3	47.9	45.3	29.8
Vermont	do	2,855	+3.2	202.2	4,176	4,083	1,272	1,321	499	37	+1.3	39.2	49.1	31.6
West Virginia	do	11,580	+5.5	113.5	27,543	27,132	8,111	15,963	3,898	263	-15.2	48.1	93.7	58.0
Wisconsin	July 1936	47,354	+2.1	156.4	61,963	59,533	11,672	¹¹ 14,609	3,055	217	-23.9	26.2	¹⁴ 44.6	23.6

¹ Except interest earned on funds in State accounts in the unemployment trust fund which is credited and reported by the U. S. Treasury in the last month of each quarter.

² Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury.

³ For all States except Wisconsin, index is based on funds available for benefits as of end of month prior to that in which benefits were first payable; Wisconsin index is based on funds available as of Dec. 31, 1937.

⁴ Includes refund of \$40,561,886 by Federal Government to 13 States, Alaska, and Hawaii, collected on pay rolls for year 1939 under title IX of the Social Security Act.

⁵ Includes contributions plus penalties and interest collected from employers since contributions were first payable. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent are collected in all States except the District of Columbia and Michigan, where rate is 3 percent. In New York, rate is 3 percent for employers covered by State law but not covered by Federal law; those employers covered by Federal law pay 2.7 percent.

⁶ Adjusted for voided benefit checks.

⁷ Excludes Connecticut. See footnote 11.

⁸ Percentage change excludes South Dakota. See footnote 12.

⁹ Figures for Illinois and Montana represent ratio of benefits to collections since benefits first became payable in July 1939.

¹⁰ Employee contributions of 1.5 percent are collected in Rhode Island; 1 percent in Alabama, California, Kentucky, and New Jersey; and 0.5 percent in Louisiana.

¹¹ Under provision of the Connecticut law, administrative grants equal to the preliminary and "liquidating" amount to be transferred to the railroad unemployment insurance account are to be withheld by the Social Security Board, and the State is permitted to withdraw from unemployment compensation funds the amount necessary for administrative purposes up to the amount so withheld. As of Oct. 31, \$598,524 had been withheld.

¹² Percentage change not computed, since October represents first full month of benefit payments since State agency resumed operations.

¹³ Includes \$2,147,000 in benefits charged prior to January 1938.

¹⁴ Computed on basis of collections and benefits charged since Jan. 1, 1938.

lowest point since December 1937. The reduction reflected in large part the fewer number of persons seeking work in the highly industrialized Middle Atlantic and East North Central areas. Illinois was the only State in these areas to show a larger number of job seekers in October, but

Table 7.—Contributions deposited in State clearing accounts, by States, January–October 1939 and October 1939

[Data reported by State agencies, corrected to Nov. 18, 1939]

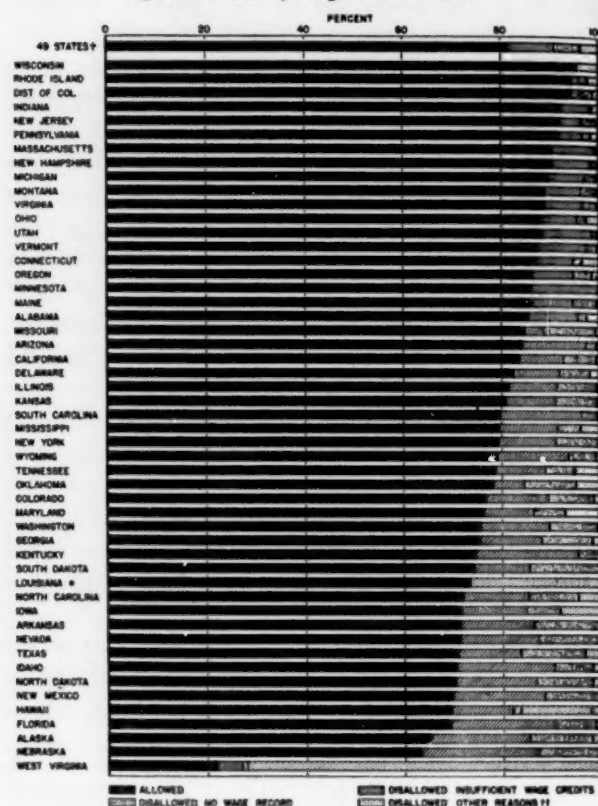
State	Contributions deposited ¹	
	January–October ²	October
Total.....	\$718,200,361	\$105,339,455
States collecting quarterly, total.....	654,085,576	98,980,686
Alabama.....	7,503,957	1,222,027
Alaska.....	356,535	52,383
Arizona.....	2,003,789	340,240
Arkansas.....	2,899,767	291,628
California.....	68,344,174	10,724,012
Colorado.....	4,556,705	715,528
Connecticut.....	15,502,283	3,079,731
Delaware.....	2,160,918	361,299
Florida.....	5,858,707	848,283
Georgia ³	6,572,350	601,361
Hawaii ³	1,737,731	412,651
Idaho.....	1,750,471	271,340
Illinois.....	59,119,749	7,724,416
Indiana ³	19,312,468	3,623,407
Iowa.....	6,372,611	126,358
Kansas.....	5,145,828	881,106
Kentucky.....	9,268,256	818,529
Maine.....	3,771,479	748,553
Maryland.....	11,842,399	2,730,917
Massachusetts.....	31,929,031	3,868,060
Michigan.....	44,406,823	10,284,994
Minnesota.....	12,403,683	1,653,696
Mississippi.....	2,144,483	570,191
Missouri.....	18,592,515	3,711,607
Montana.....	2,700,761	602,312
Nebraska.....	3,693,101	685,612
Nevada.....	812,000	87,644
New Hampshire ³	2,553,478	507,397
New Jersey ³	39,118,697	4,911,034
New Mexico.....	1,330,266	236,964
New York.....	103,731,268	21,075,060
Ohio.....	43,470,790	2,074,629
Oklahoma.....	4,627,276	641,294
Oregon.....	5,456,359	1,406,482
Pennsylvania.....	62,507,412	3,693,757
Rhode Island ³	7,998,138	2,218,713
South Carolina.....	3,224,096	481,790
South Dakota.....	1,622,656	215,531
Tennessee.....	7,557,712	909,954
Utah.....	2,534,624	508,547
Virginia.....	8,521,220	803,490
Washington.....	8,388,258	2,085,878
Wyoming.....	1,280,743	229,281
States collecting monthly, total.....	64,114,785	6,358,769
District of Columbia.....	5,763,587	532,653
Louisiana.....	8,223,699	865,682
North Carolina.....	9,216,137	973,138
North Dakota.....	846,750	81,254
Texas.....	19,000,415	1,739,966
Vermont.....	1,271,985	126,196
West Virginia.....	8,111,278	863,260
Wisconsin.....	11,672,034	1,176,620

¹ Includes contributions plus such penalties and interest collected from employers as are available for benefit payments.

² Adjusted for refunds of contributions and for dishonored contribution checks.

³ Some contributions collected on monthly basis.

Chart IV.—Disposition of new claims by type of disposition, July–September 1939



† Excludes Louisiana and Wisconsin, because data are not comparable.

* Data by reason for disallowance not available.

†† Includes some claims not allocated for disallowance, where provision of State law is not comparable.

increases were reported by 24 States in other parts of the country. Despite the increased business activity in October, current applications for work during the month were in excess of 1 million, which was slightly higher than the totals for August and September, respectively.

Funds available for benefits at the close of October aggregated nearly \$1.5 billion, representing an increase of 5.5 percent over the previous month. Contributions deposited usually exceed benefit payments for the quarterly collecting States during the first month of each quarter, when collections on pay rolls for the preceding quarter are received. All States except Iowa contributed to the general increase, with gains ranging from 0.7 percent in Ohio to 22.2 percent in Rhode Island. Nine States made additions in excess of 10 percent, and 18 others added more than 5 percent.

Funds available for benefits as of October 31 were nearly 2½ higher than the original reserve in the District of Columbia, while the reserves of California, Louisiana, Texas, and Vermont have doubled since January 1, 1938. Of the 18 States initiating payments at the start of the current year, 12 have added at least 25 percent to their

original reserves. Three States—Idaho, Maine, and Michigan—have less funds for benefits than were available at the time benefits first became payable.

Cumulative benefit payments through October aggregated \$765.6 million, of which New York and Pennsylvania accounted for more than one-

Table 8.—Number of new claims disposed of on first determination, number disallowed, and percentage distribution of disallowed claims by reason for disallowance, for the periods April-June and July-September 1939, by States

[Data reported by State agencies, corrected to Oct. 27, 1939]

State	April-June 1939						July-September 1939					
	Total dispositions	Disallowed					Total dispositions	Disallowed				
		Number	Percent of total dispositions	Percent of total dispositions by reason				Number	Percent of total dispositions	Percent of total dispositions by reason		
				Insufficient wage credits	No wage record	Other				Insufficient wage credits	No wage record	Other
Total.....	1,912,461	291,323	15.2	8.5	5.2	1.5	1,705,984	300,091	18.1	9.1	5.4	3.6
Alabama.....	23,920	3,888	16.3	11.3	1.6	3.4	23,124	3,350	14.5	10.2	1.7	2.6
Alaska.....	1,584	428	27.0	13.3	11.4	2.3	657	228	34.7	19.8	12.9	2.0
Arizona.....	5,499	937	17.0	13.6	2.3	1.1	5,294	833	15.7	12.8	2.3	.6
Arkansas.....	12,531	2,932	23.6	10.5	13.1		10,182	2,911	28.6	15.2	13.4	
California.....	108,892	17,754	16.3	10.0	5.8	.5	96,971	15,727	16.2	8.9	6.6	.7
Colorado.....	11,859	1,863	15.7	11.2	4.2	.3	5,726	1,321	23.1	12.6	9.4	1.1
Connecticut.....	24,922	2,000	8.0	5.5	1.6	.9	30,079	3,883	12.9	7.5	1.9	3.5
Delaware.....	3,775	711	18.8	8.8	9.6	.4	2,992	523	17.5	9.4	6.1	2.0
District of Columbia.....	4,174	635	15.2	11.1	3.2	.9	4,603	253	5.5	1.8	2.7	1.0
Florida.....	24,640	7,176	29.1	17.4	9.7	2.0	34,650	10,678	30.8	21.2	8.4	1.2
Georgia.....	27,784	5,850	21.1	12.8	7.7	.6	19,325	4,749	24.6	12.6	10.6	1.4
Hawaii.....	1,701	291	17.1	7.0	3.3	6.8	1,375	422	30.7	12.8	1.5	16.4
Idaho.....	3,995	920	23.0	20.6	2.3	.1	2,132	629	29.5	19.8	7.9	1.8
Illinois.....							212,431	39,202	18.5	9.6	8.6	.3
Indiana.....	28,289	4,279	15.1	6.7	.3	8.1	35,933	2,779	7.7	6.0	.2	1.5
Iowa.....	18,279	5,408	29.6	16.1	8.1	5.4	13,232	3,747	28.3	13.2	6.9	8.2
Kansas.....	13,316	2,262	17.0	12.7	3.6	.7	8,495	1,623	19.1	10.1	8.6	.4
Kentucky.....	30,253	5,891	19.5	10.4	9.1		15,143	3,807	25.5	21.1	4.4	
Louisiana.....	18,963	4,807	25.3	(¹)	(¹)	(¹)	14,477	3,847	26.6	(¹)	(¹)	(¹)
Maine.....	32,880	4,922	15.0	11.9	3.0	.1	13,063	1,811	13.9	8.6	5.2	.1
Maryland.....	25,494	4,619	18.1	15.1	1.4	1.6	19,443	4,601	23.7	10.2	6.4	7.1
Massachusetts.....	96,099	6,645	6.9	5.7	.6	.6	79,171	7,494	9.5	8.7	.3	.5
Michigan.....	41,387	8,050	19.5	11.7	7.3	.5	186,834	18,971	10.2	7.2	2.9	.1
Minnesota.....	23,188	3,744	16.1	16.1		(¹)	12,983	1,786	13.8	13.8		
Mississippi.....	7,505	1,244	16.6	9.3	4.1	3.2	9,770	1,997	26.4	11.7	4.9	3.8
Missouri.....	32,577	3,236	9.9	.4	8.8	.7	23,980	3,634	15.2	3.7	10.8	.7
Montana.....							7,756	861	11.1	7.4	3.3	.4
Nebraska.....	5,596	1,292	23.1	13.7	8.5	.9	3,992	1,466	36.7	23.5	13.2	(¹)
Nevada.....	2,151	465	21.6	13.7	7.9		1,686	483	28.6	15.9	12.7	
New Hampshire.....	8,431	1,373	16.3	13.9	2.3	.1	10,078	965	9.6	7.8	1.8	
New Jersey.....	73,719	8,503	11.5	5.5	5.8	.2	63,362	4,979	7.9	4.2	3.6	.1
New Mexico.....	5,898	1,326	22.5	17.4	5.1		4,122	1,240	30.1	18.5	11.6	
New York.....	468,932	84,505	18.0	10.4	7.6		189,570	38,025	20.5	11.7	8.8	
North Carolina.....	55,508	11,872	21.4	8.6	8.5	4.3	46,160	12,920	28.0	13.3	10.2	4.5
North Dakota.....	1,691	580	34.3	26.1	6.7	1.5	896	203	22.7	16.6	11.3	1.8
Ohio.....	95,764	16,479	17.2	4.8	.4	12.0	51,446	5,862	11.4	6.6	2.1	2.7
Oklahoma.....	19,129	4,266	22.2	7.5	12.2	2.5	19,461	4,233	21.8	6.2	10.6	5.0
Oregon.....	15,233	2,004	13.2	9.3	2.4	1.5	8,111	1,090	13.4	8.1	3.9	1.4
Pennsylvania.....	238,384	17,409	7.3	3.4	3.1	.8	168,059	13,606	8.1	4.9	1.8	1.4
Rhode Island.....	51,855	1,391	2.7	1.0	.7	1.0	19,264	1,044	5.4	1.5	1.8	2.1
South Carolina.....	19,073	2,007	10.5	9.9	.6	(¹)	37,632	7,606	20.2	16.5	3.2	.5
South Dakota.....	1,403	243	17.3	12.9	4.4		4,297	77	25.9	11.4	14.5	
Tennessee.....	34,909	6,904	19.8	8.7	5.3		17,373	3,683	21.2	10.0	6.1	5.1
Texas.....	46,849	13,529	28.9	12.9	12.9	3.1	46,939	14,505	30.9	12.8	13.0	3.2
Utah.....	5,068	718	14.2	10.9	1.3	2.0	8,386	953	11.4	10.1	1.0	.3
Vermont.....	2,369	364	15.4	7.4	8.0		2,429	299	12.3	10.0	2.2	.1
Virginia.....	30,188	3,044	10.1	6.8	3.0	.3	18,483	2,064	11.2	7.7	3.3	.2
Washington.....	25,362	5,403	21.3	9.6	8.2	3.5	12,821	3,113	24.3	14.0	10.3	(¹)
West Virginia.....	44,804	4,913	11.0	8.5	2.5	(¹)	50,567	46,628	78.3	5.1	1.0	72.2
Wisconsin.....	32,852	1,322	4.0	(¹)	(¹)	(¹)	21,203	912	4.3	(¹)	(¹)	(¹)
Wyoming.....	3,787	906	24.0	19.3	2.8	1.9	1,846	387	21.0	14.7	5.5	.8

¹ For definitions of types of claims, see the *Bulletin*, March 1939, pp. 32-34.

² Benefits first payable July 1939.

³ Data not reported.

⁴ Less than 0.1 percent.

⁵ Figures cover July 1-27 and Sept. 27-30 inclusive. State agency suspended operations from July 28 to Sept. 26, 1939.

⁶ Excludes claims for partial unemployment.

⁷ Provision of State law not comparable.

Table 9.—Number of out-of-State initial¹ claims received by liable States from agent States,² July–September 1939
[Data reported by State agencies, corrected to Oct. 27, 1939]

Agent State	Liable State *																							Total
	Alabama	Alaska	Arizona	Arkansas	California	Colorado	Connecticut	Delaware	Florida	Georgia	Hawaii	Idaho	Illinois *	Indiana	Iowa	Kansas	Kentucky	Louisiana	Maine	Maryland	Massachusetts	Michigan	Minnesota	
Total	1,463	499	1,703	1,030	4,467	942	1,726	237	3,121	1,397	41	759	7,723	1,296	871	1,570	792	1,168	459	1,113	2,076	6,260	944	
Alabama	1,498	0	5	9	17	4	2	0	417	283	1	0	51	7	2	2	30	49	0	2	4	75	1	
Alaska	628	0	5	0	19	0	0	0	0	0	0	3	4	11	12	0	0	0	0	0	0	15	7	
Arizona	643	0	0	6	231	12	0	0	4	2	0	5	45	18	20	52	20	106	0	0	0	217	0	
Arkansas	1,940	12	50	6	218	32	0	0	25	9	1	169	962	96	184	274	19	45	7	34	100	376	225	
California	8,512	51	59	801	87	275	48	3	67	21	27	26	118	17	383	135	8	3	1	2	6	33	24	
Colorado	1,450	7	5	67	13	186	0	0	25	6	0	0	17	4	0	0	1	0	23	7	199	9	0	
Connecticut	1,714	2	0	0	9	0	1	0	25	6	0	0	2	1	0	0	0	1	0	28	2	0	0	
Delaware	222	1	0	0	2	0	1	3	31	17	1	2	100	33	4	4	20	24	8	265	39	17	4	
District of Columbia	943	10	2	0	1	42	3	31	346	0	0	0	0	0	0	0	13	22	2	41	70	7	7	
Florida	1,785	210	0	4	5	3	8	4	0	0	0	1	53	11	0	1	13	22	2	11	12	58	4	
Georgia	2,127	300	0	0	4	0	0	0	987	0	0	0	7	0	0	0	0	0	0	0	0	6	0	
Hawaii	63	1	1	2	30	0	0	0	0	0	0	0	11	2	0	0	0	0	0	0	0	0	6	
Idaho	663	0	6	24	94	17	1	0	0	0	0	7	0	0	0	0	96	34	1	35	32	896	87	
Illinois	4,297	91	1	38	84	44	27	1	0	46	1	0	604	327	135	04	71	9	1	15	9	494	15	
Indiana	1,852	18	1	17	8	64	6	1	0	25	14	0	2	714	19	16	26	2	0	4	1	93	83	
Iowa	1,454	7	3	5	7	99	21	3	0	6	1	0	17	261	15	29	4	8	0	0	2	1	87	
Kansas	1,415	3	1	23	14	117	56	0	0	6	1	0	317	172	0	0	6	0	0	8	4	629	2	
Kentucky	1,879	38	2	6	8	32	5	1	39	35	0	0	134	9	0	0	0	0	0	0	3	23	3	
Louisiana	1,362	68	0	13	185	5	0	1	17	2	0	0	0	0	0	0	0	0	0	5	187	7	0	
Maine	1,500	0	0	0	1	0	45	0	0	0	0	0	7	0	0	0	0	0	0	0	0	0	0	
Maryland	825	6	0	1	4	19	0	14	41	8	0	1	31	2	2	1	5	3	1	17	27	10	2	
Massachusetts	2,795	3	1	2	2	50	0	8	82	9	0	1	60	4	10	8	30	9	0	25	31	53	24	
Michigan	1,555	32	5	12	21	77	18	2	62	19	0	0	423	118	10	68	2	2	0	10	10	192	5	
Minnesota	1,001	4	3	11	1	54	5	3	9	0	0	0	229	10	68	8	2	2	0	0	0	0	0	
Mississippi	874	172	0	11	33	1	4	1	0	38	23	0	58	6	2	4	10	204	0	1	0	0	0	
Missouri	2,615	9	3	44	100	267	70	4	0	9	0	14	674	43	96	191	32	25	1	6	5	295	20	
Montana	434	1	2	7	0	60	16	0	0	0	0	61	26	3	88	27	1	0	0	0	1	14	16	
Nebraska	553	1	0	4	4	87	34	1	1	4	0	12	71	3	0	1	5	0	0	3	3	6	4	
Nevada	511	1	1	38	0	228	7	5	0	0	1	27	13	0	1	4	0	0	123	3	23	5	2	
New Hampshire	583	1	0	2	0	0	30	0	28	0	0	0	5	1	0	0	0	2	0	0	0	0	0	
New Jersey	1,655	14	0	3	37	1	106	22	107	16	0	0	47	10	0	0	2	7	6	57	93	32	3	
New Mexico	1,585	4	0	79	8	71	45	0	0	0	0	0	22	4	1	26	0	6	0	136	424	261	1	
New York	4,892	56	3	1	238	8	640	22	372	78	2	3	443	33	7	4	14	23	47	49	4	251	23	
North Carolina	1,173	3	0	1	15	0	1	0	87	64	0	0	34	3	2	3	10	8	0	0	0	4	2	
North Dakota	1,852	1	2	2	10	19	4	1	73	25	1	0	8	13	2	6	84	0	2	26	26	491	14	
Ohio	1,920	38	1	12	10	75	4	15	1	0	0	8	106	105	3	6	19	46	0	0	0	72	6	
Oklahoma	3,071	11	2	160	109	317	66	2	0	6	0	11	549	16	4	9	11	0	1	1	2	21	37	
Oregon	1,059	1	35	27	6	311	19	1	3	0	0	79	28	4	7	4	18	10	7	116	80	450	11	
Pennsylvania	2,976	24	0	3	6	8	88	103	114	25	0	0	152	21	7	0	0	0	25	9	414	9	0	
Rhode Island	806	0	0	1	0	5	0	130	5	14	1	0	0	0	0	0	0	0	0	0	0	0	0	
South Carolina	685	24	0	3	1	5	2	1	70	79	0	0	7	2	0	0	1	6	0	13	0	9	1	
South Dakota	83	0	0	0	11	3	0	0	0	0	0	0	9	0	8	0	0	0	0	0	0	15	13	
Tennessee	2,343	107	0	8	87	43	3	6	133	139	0	12	294	31	22	138	24	437	1	5	21	653	2	
Texas	3,696	69	2	189	185	399	63	4	49	53	0	86	38	1	2	0	1	0	1	1	1	95	28	
Utah	715	2	0	38	0	164	27	1	0	0	1	2	0	0	0	0	0	0	0	0	0	15	6	
Vermont	201	0	0	0	0	0	17	0	8	0	0	0	6	8	0	2	62	6	5	0	53	8	0	
Virginia	1,058	20	0	3	1	23	0	18	5	30	23	0	0	0	2	2	0	0	3	131	13	28	2	
Washington	1,792	0	352	30	3	301	20	1	6	4	4	190	99	11	23	29	45	6	4	0	10	29	59	
West Virginia	742	7	0	1	10	1	3	0	25	3	0	4	49	15	31	1	3	1	1	35	3	76	0	
Wisconsin	743	1	0	4	2	22	1	0	4	1	0	1	205	21	3	2	1	0	0	0	4	166	97	
Wyoming	261	0	6	1	36	39	0	1	1	1	0	9	0	0	0	0	0	0	0	0	0	3	8	

See footnotes at end of table.

Agent State	Liable State																		
	Mississippi	Missouri	Montana	Nebraska	Nevada	New Hampshire	New Jersey	New Mexico	New York	North Carolina	North Dakota	Ohio	Oklahoma	Oregon	Pennsylvania	Rhode Island	South Carolina	South Dakota	Tennessee
Total	816	2,488	815	719	701	1,025	2,028	1,082	4,233	1,450	188	2,013	2,249	697	2,253	628	679	115	1,461
Alabama	113	17	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Alaska	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Arizona	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Arkansas	96	23	177	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
California	23	583	170	222	307	12	114	166	447	25	22	189	490	249	94	21	10	32	55
Colorado	4	91	31	70	28	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Connecticut	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Delaware	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
District of Columbia	2	7	2	1	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0
Florida	22	14	0	5	1	1	109	1	205	74	1	62	2	1	61	8	54	0	70
Georgia	25	8	1	0	1	2	19	1	60	133	0	42	3	1	11	0	149	0	129
Hawaii	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Idaho	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Illinois	77	472	13	41	6	1	42	16	249	1	0	103	110	13	85	5	3	0	142
Indiana	15	30	3	6	2	1	11	4	31	16	0	162	11	7	28	1	0	13	56
Iowa	2	88	14	70	3	1	2	32	15	5	0	15	20	4	8	0	0	0	111
Kansas	7	229	8	32	7	0	0	0	17	22	0	161	10	3	25	3	2	0	126
Kentucky	8	36	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Louisiana	163	17	0	1	0	0	108	12	0	63	2	0	0	1	4	26	1	0	27
Maine	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Maryland	2	5	0	2	0	0	2	85	0	67	0	22	1	0	125	7	22	0	4
Massachusetts	2	7	2	0	0	0	0	0	74	0	0	27	2	0	63	320	5	0	4
Michigan	12	55	10	9	3	0	3	34	4	118	1	135	19	3	50	2	2	0	37
Minnesota	1	26	0	1	0	0	0	0	23	0	0	6	9	8	1	0	0	12	94
Mississippi	28	0	0	0	0	0	0	0	17	14	0	28	198	13	26	2	5	1	66
Missouri	0	0	0	0	0	0	0	0	43	0	0	5	15	0	0	0	0	0	0
Montana	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Nebraska	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Nevada	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New Hampshire	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New Jersey	1	8	1	0	1	5	0	0	473	45	0	33	1	2	412	21	6	0	8
New Mexico	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New York	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North Carolina	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North Dakota	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Ohio	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Oklahoma	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Oregon	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Pennsylvania	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Rhode Island	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
South Carolina	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
South Dakota	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Tennessee	90	58	0	2	1	0	13	402	20	84	0	98	543	3	17	2	3	1	62
Texas	54	124	5	30	7	0	13	0	70	16	1	66	0	0	0	0	0	0	0
Utah	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Vermont	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Virginia	1	3	0	0	0	1	2	62	0	0	0	29	1	1	54	4	20	0	34
Washington	1	30	155	20	22	0	7	6	23	2	20	14	18	177	18	2	4	12	3
West Virginia	1	13	1	1	0	0	13	0	25	11	0	98	3	2	13	5	1	0	0
Wisconsin	4	14	8	4	3	1	4	0	17	1	5	14	4	2	5	3	0	0	0
Wyoming	0	10	31	25	4	0	1	3	3	0	4	4	11	2	0	0	0	5	0

* For definitions of types of claims, see the *Bulletin*, March 1939, pp. 32-34.

* The liable State is one to which a claim has been forwarded by agent State for disposition.

* District of Columbia accepts no out-of-State claims as liable State.

* Out-of-State claims first acceptable in this quarter. In Illinois and Montana, benefits first became payable in July 1939.

* Data after July 1-27 and Sept. 27-30 inclusive. State agency suspended operations July 28-Sept. 20, 1939.

third. Since the beginning of the year, the 23 States in which benefits were payable in January 1938 have paid out approximately \$237 million as compared with \$295 million for the first 10 months of 1938.

An average of 54 cents has been disbursed for each dollar in contributions collected for the current year. Only Idaho has paid more than has been collected this year, and only eight other States show disbursements of more than 75 cents for each dollar collected during 1939.

Allowances and Disallowances

New claims disposed of on first determination totaled more than 3.6 million during the quarters April-June and July-September 1939, with total dispositions in the second quarter being somewhat higher than in the third. During the 6-month period, 83 percent of the new claims disposed of were allowed; i.e., the claimants had earned sufficient wages or had been employed long enough during the base period to be declared eligible for benefit payments. During the April-June quarter,

Table 10.—Status of State accounts in the unemployment trust fund, fiscal year 1939-40¹

State	Balance as of June 30, 1939	Fiscal year 1939-40 through October			
		Contributions deposited	Interest credited ²	Withdrawals	Balance as of Oct. 31, 1939
Total.....	\$1,273,608,566	\$273,762,990	\$8,301,058	\$139,254,524	\$1,416,418,000
Alabama.....	9,307,099	2,509,310	61,627	1,500,000	10,378,036
Alaska.....	820,020	151,724	5,257	90,000	887,001
Arizona.....	2,088,306	620,000	13,550	440,000	2,279,856
Arkansas.....	5,785,859	1,025,100	38,041	465,000	6,445,000
California.....	124,084,183	23,530,000	818,069	10,850,000	137,582,252
Colorado.....	9,437,205	1,333,541	59,650	930,000	9,900,399
Connecticut.....	21,564,842	4,327,000	145,054	2,068,524	23,938,372
Delaware.....	4,626,624	670,000	30,370	200,000	5,126,994
District of Columbia.....	13,153,394	2,319,028	86,649	375,000	15,184,071
Florida.....	12,587,024	1,530,000	78,353	2,275,000	11,920,377
Georgia.....	17,566,654	1,800,000	111,842	1,000,000	18,478,496
Hawaii.....	4,004,524	559,970	25,847	170,000	4,420,341
Idaho.....	2,336,898	556,302	15,611	200,000	2,698,806
Illinois.....	153,885,221	20,400,000	1,000,265	11,000,000	164,285,486
Indiana.....	27,165,249	8,817,446	180,257	2,650,000	33,512,952
Iowa.....	11,783,908	2,050,000	75,962	900,000	13,009,865
Kansas.....	11,533,660	1,577,464	75,787	455,000	12,731,911
Kentucky.....	21,540,916	2,947,000	138,435	1,456,000	23,170,351
Louisiana.....	15,644,131	3,075,000	87,562	1,725,000	18,081,695
Maine.....	2,354,990	1,100,000	16,659	570,000	2,901,649
Maryland.....	10,774,721	5,500,000	78,027	1,275,000	15,077,748
Massachusetts.....	60,442,824	11,900,000	393,690	6,500,000	66,236,514
Michigan.....	43,775,273	18,348,804	269,435	17,350,000	45,043,512
Minnesota.....	17,323,892	4,550,000	118,374	1,300,000	20,692,266
Mississippi.....	8,256,903	835,000	21,391	340,000	8,773,294
Missouri.....	41,506,791	7,100,000	271,697	1,975,000	46,903,488
Montana.....	6,049,175	700,000	37,058	500,000	6,286,233
Nebraska.....	8,099,793	1,225,000	53,745	245,000	9,133,538
Nevada.....	1,560,438	290,000	9,955	230,000	1,630,443
New Hampshire.....	4,539,884	1,001,824	30,243	430,000	5,141,951
New Jersey.....	80,565,568	12,103,000	520,779	3,650,000	89,539,347
New Mexico.....	2,515,113	425,000	16,098	400,000	2,550,211
New York.....	140,859,300	55,365,000	939,111	24,000,000	173,163,411
North Carolina.....	13,641,072	3,945,000	69,742	1,200,000	16,475,814
North Dakota.....	1,974,155	335,000	12,897	86,000	2,236,052
Ohio.....	113,312,081	14,550,000	727,781	7,400,000	121,189,862
Oklahoma.....	12,848,582	2,160,000	85,191	975,000	14,116,773
Oregon.....	6,478,010	2,173,971	41,072	900,000	7,793,053
Pennsylvania.....	75,767,326	21,211,000	491,656	17,500,000	79,969,982
Rhode Island.....	7,538,242	2,977,400	50,224	2,320,000	8,245,866
South Carolina.....	8,982,305	600,000	55,810	750,000	8,888,115
South Dakota.....	2,235,484	430,000	14,635	74,000	2,590,119
Tennessee.....	10,636,099	2,415,000	71,270	1,430,000	11,702,369
Texas.....	37,562,327	7,695,000	246,398	3,200,000	42,303,725
Utah.....	2,564,699	945,000	17,416	550,000	2,977,115
Vermont.....	2,285,813	532,056	14,963	125,000	2,707,832
Virginia.....	13,608,562	2,725,000	88,899	1,150,000	15,267,461
Washington.....	19,046,965	3,025,000	123,079	1,475,000	20,720,044
West Virginia.....	5,593,849	3,120,000	56,355	1,400,000	10,670,204
Wisconsin.....	43,405,286	4,243,862	276,381	1,050,000	46,875,529
Wyoming.....	2,304,284	446,188	14,839	195,000	2,570,311

¹ Federal contributions from employers have been collectible in all States since Jan. 1, 1936. Employee contributions on wages earned are also required by Alabama, California, Kentucky, Louisiana, New Jersey, and Rhode Island. For data for fiscal years 1937-38 and 1938-39, see the *Bulletin*, August 1939, p. 79.

² Interest is credited at the end of each quarter of fiscal year.

³ Includes \$598,524 withdrawn by Connecticut for administrative expenses

under unemployment compensation law in accordance with sec. 13 (e) of the Railroad Unemployment Insurance Act. See p. 101, table 9, footnote 7.

Source: Compiled from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

only North Dakota disallowed more than 30 percent of the new claims handled; the majority of the States disallowed between 15 and 30 percent. In the subsequent quarter, 6 States showed disallowances in excess of 30 percent. In West Virginia, however, disallowance of benefits to workers during the third quarter occurred in nearly 80 percent of the dispositions. This unusually high rate of disallowance reflected determinations on new claims for partial unemployment and also denial of benefits to workers involved in labor disputes. In West Virginia, claims for partial unemployment are payable on a quarterly basis, and disallowances arise as claimants earn more than the limit provided in the State law and hence become ineligible for benefits for partial unemployment.

In general, insufficient wage credits constituted the principal reason for the disallowance of 600,000 new claims in the second and third quarters of 1939. In the second quarter, lack of sufficient wage credits resulted in the disallowance of benefits to 8.5 percent of the persons for whom new claims were handled. In the majority of the States, however, more than 10 percent of the new claims were disallowed because the claimants had not earned enough wages in covered employment to be eligible. Lack of employment in covered industries, evidenced by the absence of wage records for the claimants, accounted for the disallowance of one out of every 20 new claims disposed of. While the proportion of new claims disallowed for "other" reasons doubled in the third quarter, the increase was due largely to West Virginia for the reasons mentioned above. Hawaii was the only other jurisdiction in which disallowances for "other" reasons during the third quarter represented a relatively large proportion of the total dispositions of new claims.

Out-of-State Claims

Excluding Illinois and Montana, in which benefits were first payable in July, and West Virginia, which accepted such claims for the first time,

initial out-of-State claims received by liable States during the third quarter of 1939 totaled 66,637, an increase of about 2 percent from the preceding quarter. Initial out-of-State claims received in the States cited aggregated 9,156. Higher volumes of receipts of such claims were reported by 24 of the 47 States for which data are comparable. Illinois and New York received initial claims as liable State from every other State, while California and Michigan received such claims from all but one State. The great majority of the other liable States received claims from unemployed workers in 35 or more agent States. The only 3 liable States receiving claims from less than 20 jurisdictions were Delaware, Hawaii, and Vermont. The largest number of out-of-State initial claims, which was received by Illinois, represented more than 10 percent of the total out-of-State initial claims. New York, which reported the largest volume in the second quarter, showed a 30-percent decrease this quarter, while in Florida and in Michigan receipts increased 39 and 37 percent, respectively.

In general, most initial claims received by a liable State came from neighboring States. In some instances more than half of all such claims were sent from a single agent State contiguous to the liable State. The bulk of all Alaska claims originated in Washington, while California acted as agent State for almost all claims received in Hawaii. It is of interest to note that Illinois received the largest proportion of its total receipts from California; California also contributed substantially to receipts of a number of States which are scattered widely. In this quarter, California acted as agent for nearly twice as many claims as it received as liable State. Michigan received 14 percent of its out-of-State claims from Illinois, while more than 10 percent of the claims for which it was liable originated in Tennessee. About 30 percent of the total out-of-State claims received during the third quarter are accounted for by receipts in California, Illinois, Michigan, and New York.

RAILROAD UNEMPLOYMENT INSURANCE¹

In the 4 weeks ended October 27, a total of 84,892 claims for unemployment benefits was received in the regional offices of the Railroad Retirement Board, which administers the Railroad Unemployment Insurance Act. The average number of claims received per week in October represents a substantial decline from the weekly average for September and for the entire first quarter of operations (table 11). This decline undoubtedly reflects the increase in employment which occurred in the railroad industry in the second half of September and the first half of October. According to the compilations of the Interstate Commerce Commission, the number of employees of class I railroads at the middle of the month increased from about 1,019,000 in September to about 1,055,200 in October.

The fluctuation in the number of claims from week to week in October still conforms—but to a lesser degree—to the pattern of regular alternation of high and low figures previously noted. This results from the fact that the unemployment of a large proportion of the peak load of claimants in the first week of operations is continuous and that claims are submitted only once in each period of 15 consecutive days.

The average weekly receipts of claims in September indicate that the number of unemployed among the eligible railroad employees in the period between the middle of August and the middle of September was about 55,900. The corresponding figure for the period from the middle of September to the middle of October was about 42,400. The difference between the two numbers, however, measures only the net reduction in unemployment, as may be inferred from the series on the receipts of applications for certificate of benefit rights. Applications received in September show the addition of 2,457 employees per week to the ranks of those who experienced some unemployment since the beginning of unemployment insurance operations and exercised their rights under the Railroad Unemployment Insurance Act. In

¹ To provide a more comprehensive view of unemployment compensation, the *Bulletin* in collaboration with the Railroad Retirement Board begins regular publication of data concerning the Federal system of unemployment insurance for railroad employees. In this issue data prepared by the Bureau of Research and Information Service of the Railroad Retirement Board carry forward certain series included in the special article in the October *Bulletin*, pp. 19-26. Fiscal data relating to this program are reported on pp. 96-97 this issue.

Table 11.—*Railroad unemployment insurance: Applications for certificate of benefit rights and claims received, certificates of waiting-period credit issued, and benefit payments certified, June–October 1939*

Period	Applications received	Claims received	Certificates of waiting-period credit issued	Benefit payments certified		
				Number	Total amount	Average amount
Cumulative through Oct. 27.....	117,333	432,096	96,605	239,445	\$3,542,206	\$14.79
Cumulative through Sept. 29 ¹	108,441	347,204	88,362	176,815	2,608,999	14.76
Sept. 30–Oct. 27.....	8,892	84,892	8,243	62,630	933,207	14.90
Week ended:						
Oct. 6.....	2,656	26,828	2,305	19,573	295,643	15.10
Oct. 13.....	2,075	18,216	1,790	14,289	206,867	14.49
Oct. 20.....	2,091	22,394	1,993	16,218	246,510	15.20
Oct. 27.....	2,070	17,454	2,155	12,550	184,186	14.68
Weekly averages:						
Period ended Sept. 1 ¹ ..	8,905	26,151	8,158	12,838	191,372	14.91
Sept. 2–Sept. 29.....	2,457	27,960	3,735	21,737	317,349	14.60
Sept. 30–Oct. 27.....	2,223	21,223	2,061	15,658	233,302	14.90

¹ For weekly figures for the period through Sept. 29, see the *Bulletin*, October 1939, pp. 24–25, tables 2, 3, and 4. Since the publication of those tables, slight revisions have been made in the number of claims received. The revised figures for table 3 are as follows: July 24–28, 17,143; week ended Aug. 4, 33,084; week ended Aug. 11, 24,421; week ended Sept. 22, 33,952; and week ended Sept. 29, 21,707. The revised figures for table 4 are as follows: New York, 81,754; Cleveland, 44,926; and Richmond, 13,606.

² Number of weeks used to obtain weekly average: for period ended Sept. 1 is as follows: for applications, 11 (June 18–Sept. 1); for claims and certificates of waiting-period credit, 9 (July 1–Sept. 1); for benefit payments, 7 (July 18–Sept. 1).

the 4 October weeks applications were received from 8,892 additional employees, bringing to 117,333 the total of such applications for the entire period through October 27. As indicated by the number of certificates of waiting-period credit issued, a total of 8,243 claimants served their waiting period sometime between the end of September and the end of October and were thus qualified for the receipt of benefits if their unemployment continued. The total number of claimants so qualified from the beginning of operation through October 27 is 96,605.

The decline in October in the number of claims received is reflected in a decrease in certifications for benefit payments to a weekly average of 15,658 as compared with 21,737 in September. Benefit payments amounting to \$933,207 were certified in October, bringing the total for the entire period of operation to over \$3.5 million. The average amount per certification in October was \$14.90, substantially the same as in the preceding month. The changes in this average from week to week probably reflect a variation in the

Table 12.—Railroad unemployment insurance: Average benefit payment, average daily benefit amount, and average number of compensable days of unemployment for benefit certifications, by weeks, Sept. 2-29, 1939¹

Week ended	Average benefit payment	Average daily benefit amount	Average number of compensable days	Percent of certifications	
				With 8 to 14 days of unemployment	With 15 days of unemployment
Sept. 8.....	\$15.23	\$2.30	6.64	39.0	61.0
Sept. 15.....	14.98	2.32	6.46	41.9	58.1
Sept. 22.....	14.81	2.33	6.42	42.4	57.6
Sept. 29.....	13.34	2.31	5.76	52.7	47.3

¹ All data except average benefit payment are based on 20-percent sample of benefit certifications for each day in each regional office. For average benefit payment, see the *Bulletin*, October 1939, p. 24, table 3.

proportion of certifications for 15-day periods of continuous unemployment which are related to the alternations of high and low claim volumes indicated above. The average benefit payment is not comparable to average benefit payments under State unemployment compensation programs because payments under the Railroad Unemployment Insurance Act apply to periods of 15 days with 8 or more days of unemployment and represent therefore a combination of so-called total and partial unemployment benefits.

A tabulation of a 20-percent sample of benefit certifications made in the 4-week period ended September 29 shows clearly that during those weeks the decline in the average benefit payment from \$15.23 to \$13.34 was due mainly to a reduction in the average number of days of unemployment in the half month to which the certification applies. The average daily benefit amount fluctuated within the narrow range of \$2.30 to \$2.33, whereas the number of compensable days of unemployment declined from 6.64 to 5.76 (table 12).

From the sample tabulation it was also possible to obtain a distribution, by daily benefit amount and number of days of unemployment, of benefit certifications applying to half-monthly periods ended between August 29 and September 12.³ The percentage distributions for each region with

³ The half-monthly periods to which the certifications apply were distributed for the purposes of the tabulation in groups consisting of 15 consecutive half-monthly periods; in such groups an individual claimant would normally be represented only by a single certification. Since the first half-monthly period included the days from July 1 to July 15, the first group of half-monthly periods included the periods ended from July 15 to July 29. In the tabulation of the benefit certifications prepared in the 4 weeks from Sept. 2 to Sept. 29, it was found that the results were most nearly complete for the group of half-monthly periods ended between Aug. 29 and Sept. 12.

the corresponding averages are presented in tables 13 and 14. For beneficiaries whose unemployment occurred in the second half of August and the first half of September, regional differences are relatively minor with respect to both daily benefit amounts and days of unemployment in the half month. Thus throughout the country the largest group of beneficiaries had a daily benefit amount of \$2.00, and therefore comprised employees whose railroad compensation for the year 1938 was from \$200 to \$475. In all regions except the San Francisco region this group accounts for one-fourth or more of the total; in 8 regions the proportion is one-third or more. The average daily benefit amount in San Francisco, the highest for the country, is only 20 cents above the lowest average, reported for Minneapolis. Except for San Francisco, from 52 to 64 percent of all beneficiaries had continuous unemployment of 15 days in the half month for which benefits were certified (table 14). In San Francisco the proportion was 71 percent. Because of the predominance of beneficiaries with 15 days of unemployment, the regional differences in the average number of days of unemployment are small; the averages range from 13.2 days in New York to 14.1 days in San Francisco.

Since the amount of benefits certified for the half month is a product of the daily benefit amount

Table 13.—Railroad unemployment insurance: Average daily benefit amount and percentage distribution, by daily benefit amount, of benefit certifications in Railroad Retirement Board regions, for half-monthly periods ended Aug. 29 to Sept. 12, 1939¹

Region ²	Average daily benefit amount	Percent of benefit certifications with daily benefit amount of ³ —					
		\$1.75	\$2.00	\$2.25	\$2.50	\$2.75	\$3.00
Total.....	\$2.32	7.5	33.5	19.9	15.6	11.6	12.0
1. Boston.....	2.39	6.7	26.2	19.8	14.4	18.1	14.8
2. New York.....	2.37	6.4	27.8	19.4	18.5	15.4	12.6
3. Cleveland.....	2.25	9.1	37.7	19.9	15.6	9.2	8.5
4. Chicago.....	2.30	7.8	34.4	20.9	15.6	10.2	11.1
5. Richmond.....	2.28	8.0	36.7	20.0	15.7	11.0	8.7
6. Atlanta.....	2.25	7.9	43.5	18.4	11.7	9.3	9.2
7. Minneapolis.....	2.22	13.3	39.8	16.3	15.1	7.2	8.4
8. Kansas City.....	2.33	8.0	31.6	20.9	14.7	9.3	15.5
9. Dallas.....	2.32	4.9	33.3	24.5	15.9	10.3	11.1
10. Denver.....	2.35	6.9	34.4	16.7	11.8	13.9	16.3
11. Seattle.....	2.39	10.1	33.7	11.2	7.9	10.1	27.0
12. San Francisco.....	2.42	6.8	22.8	17.8	19.1	13.8	19.7

¹ Based on 20-percent sample of benefit certifications for each day in each regional office.

² For areas served by the regional offices, see the *Bulletin*, October 1939, p. 21, table 1.

³ The daily benefit rate is determined by credited compensation in the base year as follows: \$150 to \$199.99, \$1.75; \$200 to \$474.99, \$2.00; \$475 to \$749.99, \$2.25; \$750 to \$1,024.99, \$2.50; \$1,025 to \$1,299.99, \$2.75; \$1,300 and over, \$3.00.

Table 14.—Railroad unemployment insurance: Average number of days of unemployment and percentage distribution, by number of days of unemployment, of benefit certifications in Railroad Retirement Board regions, for half-monthly periods ended Aug. 29 to Sept. 12, 1939¹

Region ¹	Average number of days of unemployment in half month	Percent of benefit certifications with specified number of days of unemployment in half month ²							
		8	9	10	11	12	13	14	15
Total.....	13.5	4.1	5.3	5.1	6.4	6.1	6.8	7.8	58.4
1. Boston.....	13.5	2.7	8.1	4.7	6.0	8.0	6.7	9.7	89.1
2. New York.....	13.2	5.8	7.5	6.9	6.3	5.1	5.5	6.1	56.9
3. Cleveland.....	13.7	3.4	4.2	4.7	4.6	5.3	5.7	8.7	63.3
4. Chicago.....	13.3	4.4	4.5	4.4	11.8	6.7	8.0	8.3	52.0
5. Richmond.....	13.6	5.0	4.7	4.3	4.7	6.3	6.7	5.0	63.3
6. Atlanta.....	13.7	2.7	3.3	4.9	5.2	7.1	6.5	9.6	60.7
7. Minneapolis.....	13.3	2.4	6.6	5.4	3.6	6.6	8.4	11.4	55.6
8. Kansas City.....	13.3	3.4	4.0	4.6	6.6	7.7	7.2	5.8	57.7
9. Dallas.....	13.3	3.8	8.0	5.4	6.5	6.4	7.2	5.9	56.8
10. Denver.....	13.4	6.1	3.7	6.5	3.7	8.2	8.2	6.5	57.1
11. Seattle.....	13.8	3.4	5.6	2.2	1.1	6.7	7.9	9.0	64.0
12. San Francisco.....	14.1	2.5	3.4	1.2	1.5	4.3	8.9	7.4	70.8

¹ Based on 20-percent sample of benefit certifications for each day in each regional office.

² For the areas served by the regional offices, see the *Bulletin*, October 1939, p. 21, table 1.

³ Benefit certifications are made on claims applying to periods of 15 consecutive days with 8 or more days of unemployment.

and the number of days of unemployment in excess of 7, the regional differences in the average benefit payment cover a wider range than the differences in either daily benefit or number of compensable days taken separately. As between the regions, the highest average payment for half months ended Aug. 29 to Sept. 12 exceeds the lowest by about 19 percent,³ although the highest daily average benefit is only 10 percent above the lowest and the excess in the highest average number of compensable days over the lowest is below 15 percent. The average benefit payment for San Francisco is considerably above that for any other region because in that region both the average daily benefit and the average number of compensable days are higher than in any other.

The 20-percent sample of benefit certifications made in the 4 September weeks was also tabulated by State of residence as given in the mailing address of the beneficiary. Figures on the number of certifications, the total amount of benefits, and the average benefit payment by States presented in table 15 are based on this tabulation. It will be noted that the largest number and amount of benefits were certified in Pennsylvania, Illinois,

³ The comparable figures for all benefit certifications made in the first quarter of operations show approximately the same regional differences. See the *Bulletin*, October 1939, p. 25, table 4, which shows a difference of 21 percent between the highest and the lowest average payment.

Table 15.—Railroad unemployment insurance: Number and amount of benefit payments certified, by State of residence of beneficiary, Sept. 2-29, 1939¹

State	Benefit payments certified		
	Number	Total amount	Average amount
Total.....	86,946	\$1,269,397	\$14.60
Alabama.....	1,441	20,840	14.46
Arizona.....	328	5,637	17.19
Arkansas.....	1,262	20,562	15.91
California.....	2,820	45,803	17.31
Colorado.....	948	13,659	14.41
Connecticut.....	195	2,597	13.32
Delaware.....	902	14,299	15.85
District of Columbia.....	205	2,916	14.23
Florida.....	3,261	53,149	16.30
Georgia.....	1,892	28,115	14.86
Idaho.....	226	3,745	16.57
Illinois.....	8,618	121,432	14.09
Indiana.....	2,938	40,297	13.72
Iowa.....	2,251	29,946	13.30
Kansas.....	1,979	29,760	15.04
Kentucky.....	2,117	29,711	14.03
Louisiana.....	1,794	23,543	13.12
Maine.....	723	10,674	14.76
Maryland.....	969	12,647	13.05
Massachusetts.....	1,656	26,412	15.95
Michigan.....	2,774	39,179	14.12
Minnesota.....	1,025	15,628	15.25
Mississippi.....	1,123	16,861	15.01
Missouri.....	3,394	52,859	15.74
Montana.....	282	4,040	14.33
Nebraska.....	661	9,591	14.51
Nevada.....	51	1,001	19.63
New Hampshire.....	318	3,857	12.13
New Jersey.....	2,081	29,375	14.12
New Mexico.....	497	8,210	16.52
New York.....	7,701	123,042	15.98
North Carolina.....	666	10,353	15.55
North Dakota.....	154	2,221	14.42
Ohio.....	3,861	53,187	13.78
Oklahoma.....	1,384	21,708	15.68
Oregon.....	441	7,055	16.00
Pennsylvania.....	10,695	138,221	12.92
Rhode Island.....	56	962	17.18
South Carolina.....	487	7,021	14.42
South Dakota.....	200	2,640	13.20
Tennessee.....	2,112	30,231	14.31
Texas.....	4,583	67,874	14.81
Utah.....	400	6,103	15.26
Vermont.....	144	2,585	17.95
Virginia.....	1,538	22,695	14.76
Washington.....	436	7,084	16.25
West Virginia.....	1,384	19,866	14.35
Wisconsin.....	1,056	15,017	14.22
Wyoming.....	185	2,472	13.36
Outside continental United States.....	702	9,715	13.84

¹ Based on 20-percent sample of benefit certifications for each day in each regional office.

and New York. These 3 States account for 31.1 percent of the total certifications and 30.2 percent of the total amount certified, largely because of the concentration of railroad employees in these States. In 1938 these States together included 26.6 percent of all employees under the Railroad Unemployment Insurance Act. The average payments vary widely among the States, from \$12.13 in New Hampshire to \$19.63 in Nevada. This variation reflects mainly differences in the number of compensable days in the half month; the differences in the daily benefit amount are probably less important.

PUBLIC ASSISTANCE

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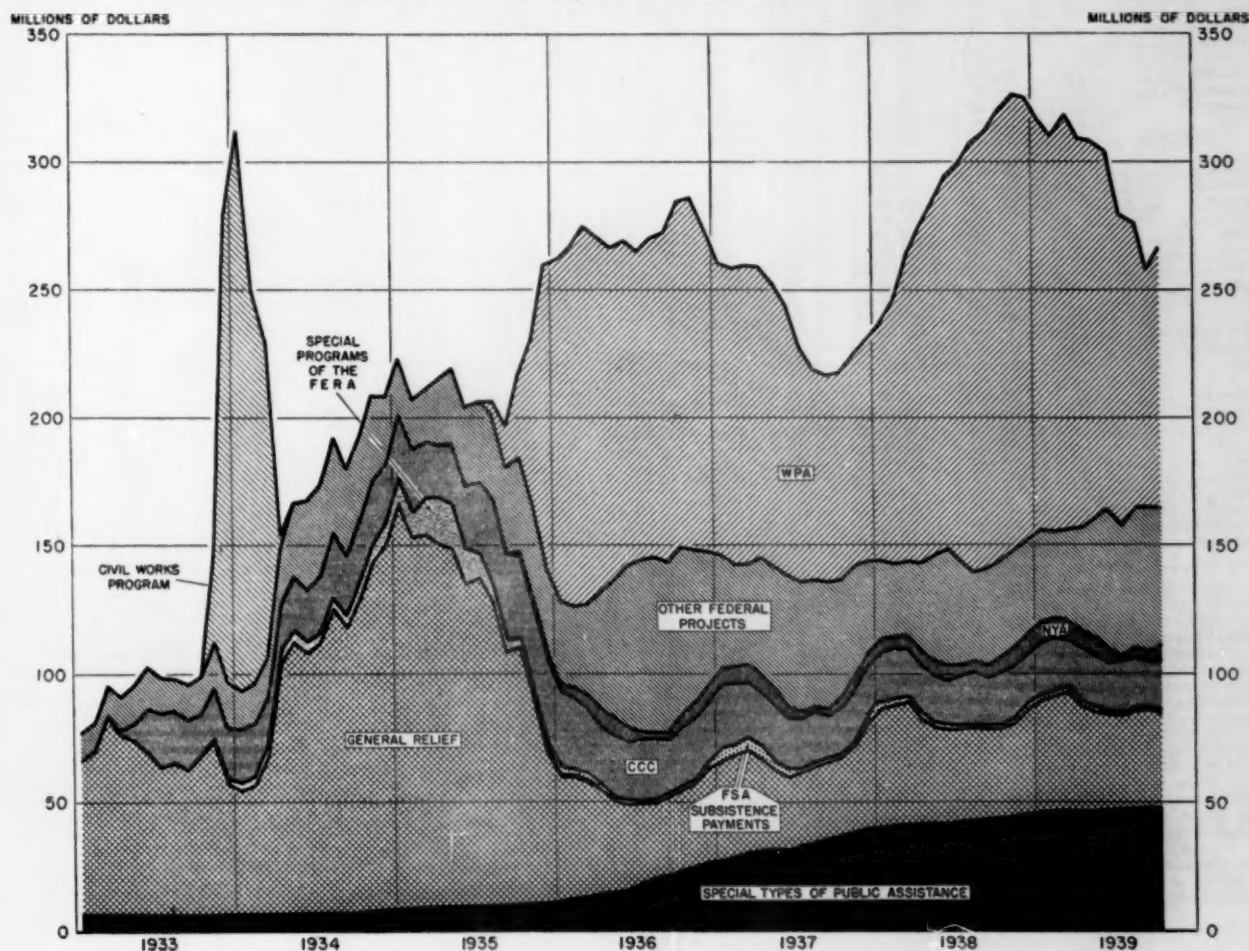
STATISTICS FOR THE UNITED STATES, OCTOBER 1939

DISBURSEMENTS in the continental United States for all public assistance and earnings of persons employed under Federal work programs increased in October after declining in each month since March 1939. October expenditures totaled \$268.4 million, which was 4.0 percent above the September level. Aggregate payments exclude the costs of administering all programs and of materials, equipment, and supplies used in operating work projects. It is estimated that October payments for assistance and earnings benefited 6.0 million households, including 16.9 million persons. The estimated numbers of households and persons were

3.8 and 2.5 percent higher, respectively, than in the preceding month.

The primary impetus to the rise in total disbursements in October was a reversal of the downward movement in aggregate earnings of persons employed on projects operated by the Work Projects Administration. Such earnings increased for the first time since March and amounted to \$98.2 million—9.8 percent more than in September. The average weekly number of persons employed on WPA-operated projects rose 8.9 percent to 1.8 million. Earnings on WPA-financed projects operated by other Federal agencies increased

Chart I.—Public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1933–October 1939 (see table 1)



9.4 percent in October, but the total amount of such earnings is relatively small.

Increases in the amounts expended for earnings of enrollees in the Civilian Conservation Corps and for payments for student aid by the National Youth Administration also contributed in substantial measure to the rise in total payments

from September to October. For the CCC, total earnings and the average number of persons enrolled each increased 12.9 percent. These increases reflect the influence of a new enrollment, which is made by the CCC in the first month of each quarter. Total earnings of enrollees amounted to \$19.3 million. With the advance

Table 1.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by months, January 1937-October 1939¹

[In thousands]

Year and month	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—			Subsistence payments certified by the Farm Security Administration ²	Earnings of persons employed under Federal work programs ³					
		Special types of public assistance ⁴	General relief ⁵	Relief under special programs of the Federal Emergency Relief Administration ⁶		Civilian Conservation Corps ⁷	National Youth Administration ⁸		Work Projects Administration ⁹		Other Federal work and construction projects ¹⁰
							Student aid	Work projects	Projects operated by the WPA	Projects operated by other Federal agencies	
1937 total.....	\$2,869,380	\$397,806	\$406,881	\$467	\$35,894	\$245,756	\$24,287	\$32,664	\$1,186,266	-----	\$539,299
January.....	260,564	27,802	37,985	209	11 5,484	24,485	2,967	3,087	114,838	-----	43,707
February.....	258,303	28,876	39,300	129	11 3,755	24,158	3,227	3,245	116,047	-----	39,566
March.....	259,305	30,238	39,813	129	11 5,553	21,238	3,316	3,226	116,912	-----	38,880
April.....	258,944	31,125	35,745		5,260	21,228	3,347	3,191	113,831	-----	45,217
May.....	253,149	31,692	30,615		3,671	21,039	3,642	3,106	112,178	-----	47,206
June.....	244,204	31,462	28,226		3,236	19,356	1,992	2,920	106,368	-----	50,644
July.....	227,289	33,025	29,015		941	19,334	0	2,491	91,690	-----	50,793
August.....	219,097	34,056	29,955		1,346	19,439	(19)	2,348	82,778	-----	49,175
September.....	216,420	35,576	30,274		1,197	16,312	164	2,193	81,146	-----	49,558
October.....	217,750	36,625	30,729		1,396	18,379	1,599	2,165	81,369	-----	45,488
November.....	224,387	38,004	33,981		1,779	20,876	1,977	2,263	82,634	-----	42,873
December.....	229,968	39,385	41,243		2,276	19,912	2,056	2,429	86,475	-----	36,192
1938 total.....	3,487,181	508,980	476,201	-----	22,587	230,318	19,598	41,560	1,722,277	\$28,559	437,101
January.....	237,244	40,103	46,404	-----	2,204	19,940	1,996	2,552	93,060	-----	30,985
February.....	245,819	40,573	47,207	-----	2,473	19,461	2,166	2,688	103,692	-----	28,159
March.....	263,215	41,284	47,471	-----	2,577	18,336	2,203	2,739	119,698	-----	28,912
April.....	273,945	41,478	41,113	-----	2,325	18,311	2,265	2,766	131,419	-----	34,278
May.....	283,620	41,740	37,337	-----	2,156	18,014	2,406	3,075	137,916	-----	40,976
June.....	294,349	41,825	36,747	-----	1,756	17,174	1,550	3,585	146,068	-----	45,644
July.....	298,989	42,422	35,968	-----	1,291	19,848	0	3,701	151,416	4,293	40,020
August.....	307,207	42,814	36,244	-----	1,117	20,334	6	3,903	163,378	4,621	34,790
September.....	312,264	43,265	35,406	-----	1,231	18,767	211	3,930	164,910	4,749	39,795
October.....	320,296	43,792	34,934	-----	1,492	20,367	1,980	4,028	171,162	4,939	37,632
November.....	325,583	44,368	36,475	-----	1,703	20,514	2,408	4,193	172,257	4,971	38,694
December.....	324,650	45,346	40,865	-----	2,262	19,252	2,417	4,400	167,906	4,986	37,216
1939.....											
January.....	316,269	45,915	43,679	-----	2,391	20,642	2,266	4,347	155,843	4,763	36,423
February.....	310,104	46,209	45,026	-----	2,327	20,689	2,457	4,472	150,290	4,476	34,158
March.....	318,485	46,386	46,588	-----	2,492	18,103	2,446	4,451	157,707	4,888	35,424
April.....	309,351	46,204	41,277	-----	2,242	19,974	2,494	4,318	146,340	6,117	40,385
May.....	308,045	46,167	39,236	-----	1,687	20,432	2,494	4,286	140,645	7,333	45,765
June.....	304,503	47,075	37,049	-----	1,282	18,637	1,935	3,963	133,132	7,452	53,948
July.....	279,073	47,529	36,270	-----	828	19,317	0	2,570	119,548	2,499	50,512
August.....	276,428	47,766	38,240	-----	1,211	19,372	4	4,151	108,070	3,381	54,233
September.....	257,982	47,953	38,649	-----	846	17,097	268	4,222	89,390	3,431	56,126
October.....	268,412	47,884	38,677	-----	876	19,308	2,340	4,432	98,178	3,752	52,965

¹ See the *Bulletin*, August 1939, p. 40, for information for 1933-36. Figures exclude cost of administration and of materials, equipment, and other items incident to operation of work programs. Figures are partly estimated and subject to revision.

² Payments to recipients from Federal, State, and local funds in States administering the 3 special types of public assistance under the Social Security Act and from State and local funds only in States not participating under the act.

³ Figures for January-March 1937 from the WPA, Division of Statistics.

⁴ Figures from the WPA, Division of Statistics; include obligations incurred for relief extended to cases under emergency education, student aid, rural rehabilitation, and transient programs of the emergency relief administrations largely financed from FERA funds.

⁵ Figures from the FSA, Rural Rehabilitation Division (formerly the Resettlement Administration); represent net amount of emergency grant vouchers certified to cases during month.

⁶ Figures include earnings of persons certified as in need of relief and earnings of all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include earnings of enrolled persons only.

⁷ Figures estimated by the CCC by multiplying average monthly number of persons enrolled by average of \$70 for each month through June 1939; for subsequent months average is \$67. This average amount is based on amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

⁸ Figures from the WPA, Division of Statistics; represent earnings during all pay-roll periods ended during month.

⁹ Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects financed from WPA funds and cover all pay-roll periods ended during month.

¹⁰ Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on other work and construction projects financed in whole or in part from Federal funds and cover all pay-roll periods ended during monthly period ended on 15th of specified month.

¹¹ For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

¹² Less than \$1,000.

of the school year, payments for student aid by the NYA were about eight times as great as in September. Earnings on work projects of the NYA increased 5.0 percent. Subsistence payments certified by the Farm Security Administration rose 3.5 percent.

The total amounts of obligations incurred for general relief and the special types of public assistance changed very slightly from September to October. Expenditures for general relief increased 0.1 percent to \$38.7 million, and total payments to recipients of old-age assistance, aid

Table 2.—Recipients of public assistance and persons employed under Federal work programs in the continental United States, by months, January 1937–October 1939¹

(In thousands)

Year and month	Estimated unduplicated total ²		Recipients of special types of public assistance ³				Cases receiving general relief ⁴	Cases aided under special programs of the Federal Emergency Relief Administration ⁵	Cases for which subsistence payments were certified by the Farm Security Administration ⁶	Persons employed under Federal work programs						
	Households	Persons in these households	Old-age assistance	Aid to dependent children		Aid to the blind				Civilian Conservation Corps ⁷	National Youth Administration ⁸		Work Projects Administration ⁹		Other Federal work and construction projects ¹¹	
				Families	Children						Student aid	Work projects	Projects operated by the WPA	Projects operated by other Federal agencies		
1937																
January.....	5,973	19,156	1,150	166	411	47	1,662	10	1335	350	417	185	2,127	-----	-----	544
February.....	5,958	18,875	1,200	171	421	47	1,726	6	1329	345	427	189	2,145	-----	-----	477
March.....	6,008	19,005	1,256	178	437	48	1,684	6	1323	303	440	192	2,125	-----	-----	476
April.....	5,878	18,396	1,296	183	450	49	1,550	-----	300	303	442	192	2,075	-----	-----	512
May.....	5,669	17,452	1,327	189	464	49	1,382	-----	218	301	424	185	2,018	-----	-----	560
June.....	5,388	16,669	1,290	192	473	50	1,277	-----	191	277	249	173	1,874	-----	-----	588
July.....	4,885	14,817	1,392	196	482	50	1,257	-----	54	276	0	150	1,628	-----	-----	586
August.....	4,782	14,408	1,432	203	502	51	1,271	-----	78	278	(15)	133	1,509	-----	-----	544
September.....	4,696	13,985	1,467	209	518	52	1,265	-----	67	233	36	127	1,454	-----	-----	522
October.....	4,838	14,163	1,503	215	533	54	1,270	-----	71	263	244	123	1,460	-----	-----	499
November.....	4,992	14,685	1,541	220	544	55	1,368	-----	83	298	283	127	1,501	-----	-----	465
December.....	5,338	15,967	1,577	228	565	56	1,626	-----	109	284	304	136	1,594	-----	-----	404
1938																
January.....	5,771	17,506	1,600	234	578	57	1,893	-----	108	285	310	146	1,801	-----	-----	334
February.....	6,089	18,638	1,623	241	595	59	1,996	-----	119	278	320	152	2,001	-----	-----	316
March.....	6,480	19,967	1,646	247	610	60	1,994	-----	126	262	327	155	2,319	-----	-----	337
April.....	6,578	20,357	1,662	252	622	60	1,815	-----	117	262	334	159	2,538	-----	-----	391
May.....	6,686	20,685	1,677	256	630	62	1,696	-----	112	257	329	179	2,638	-----	-----	487
June.....	6,684	20,774	1,657	258	638	62	1,648	-----	93	245	219	209	2,741	-----	-----	541
July.....	6,636	20,680	1,707	260	640	63	1,610	-----	70	284	0	216	2,912	-----	-----	460
August.....	6,772	21,191	1,716	265	651	64	1,581	-----	62	290	2	219	3,037	-----	-----	338
September.....	6,812	21,216	1,731	268	659	65	1,626	-----	69	268	49	221	3,120	-----	-----	365
October.....	7,074	21,757	1,746	271	664	65	1,496	-----	79	291	322	220	3,192	-----	-----	377
November.....	7,162	21,964	1,762	274	672	66	1,518	-----	89	293	364	220	3,239	-----	-----	377
December.....	7,156	21,891	1,776	280	685	67	1,631	-----	115	275	372	240	3,096	-----	-----	369
1939																
January.....	7,132	21,739	1,788	287	701	67	1,772	-----	126	295	372	237	2,928	-----	-----	352
February.....	7,171	21,762	1,800	296	717	67	1,844	-----	123	296	382	242	2,905	-----	-----	342
March.....	7,178	21,738	1,814	298	720	67	1,851	-----	127	299	380	236	2,917	-----	-----	350
April.....	6,987	20,985	1,830	296	714	68	1,724	-----	114	283	384	228	2,676	-----	-----	392
May.....	6,898	20,237	1,833	300	721	68	1,644	-----	87	292	372	225	2,507	-----	-----	439
June.....	6,605	19,486	1,842	311	748	68	1,568	-----	69	266	280	214	2,436	-----	-----	488
July.....	6,249	18,470	1,858	312	750	69	1,539	-----	46	288	0	207	2,235	-----	-----	491
August.....	6,032	17,640	1,872	313	751	69	1,582	-----	72	289	1	211	1,908	-----	-----	495
September.....	5,758	16,487	1,885	313	752	69	1,669	-----	80	255	62	225	1,654	-----	-----	491
October.....	5,975	16,900	1,894	314	753	69	1,633	-----	50	288	354	238	1,802	-----	-----	476

¹ See the *Bulletin*, August 1939, p. 42, for information for 1933-36. Figures exclude administrative employees. Figures are partly estimated and subject to revision.

² Estimated by the Work Projects Administration and the Social Security Board.

³ Includes recipients of the 3 special types of public assistance in States administering these programs under the Social Security Act and recipients of similar types of assistance in States not participating under the act.

⁴ Figures for January-March 1937 from the WPA, Division of Statistics.

⁵ Figures from the WPA, Division of Statistics; include cases receiving relief during month under emergency education, student aid, and rural rehabilitation programs of the FERA.

⁶ Figures from the FSA, Rural Rehabilitation Division (formerly the Resettlement Administration); represent net number of emergency grant vouchers certified to cases during month. Ordinarily only 1 grant voucher per case is certified per month.

⁷ Figures include persons certified as in need of relief and all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include enrolled persons only.

⁸ Figures are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month except for the Indian Division, for which averages are computed from daily reports.

⁹ Figures from the WPA, Division of Statistics; represent number of different persons employed during month.

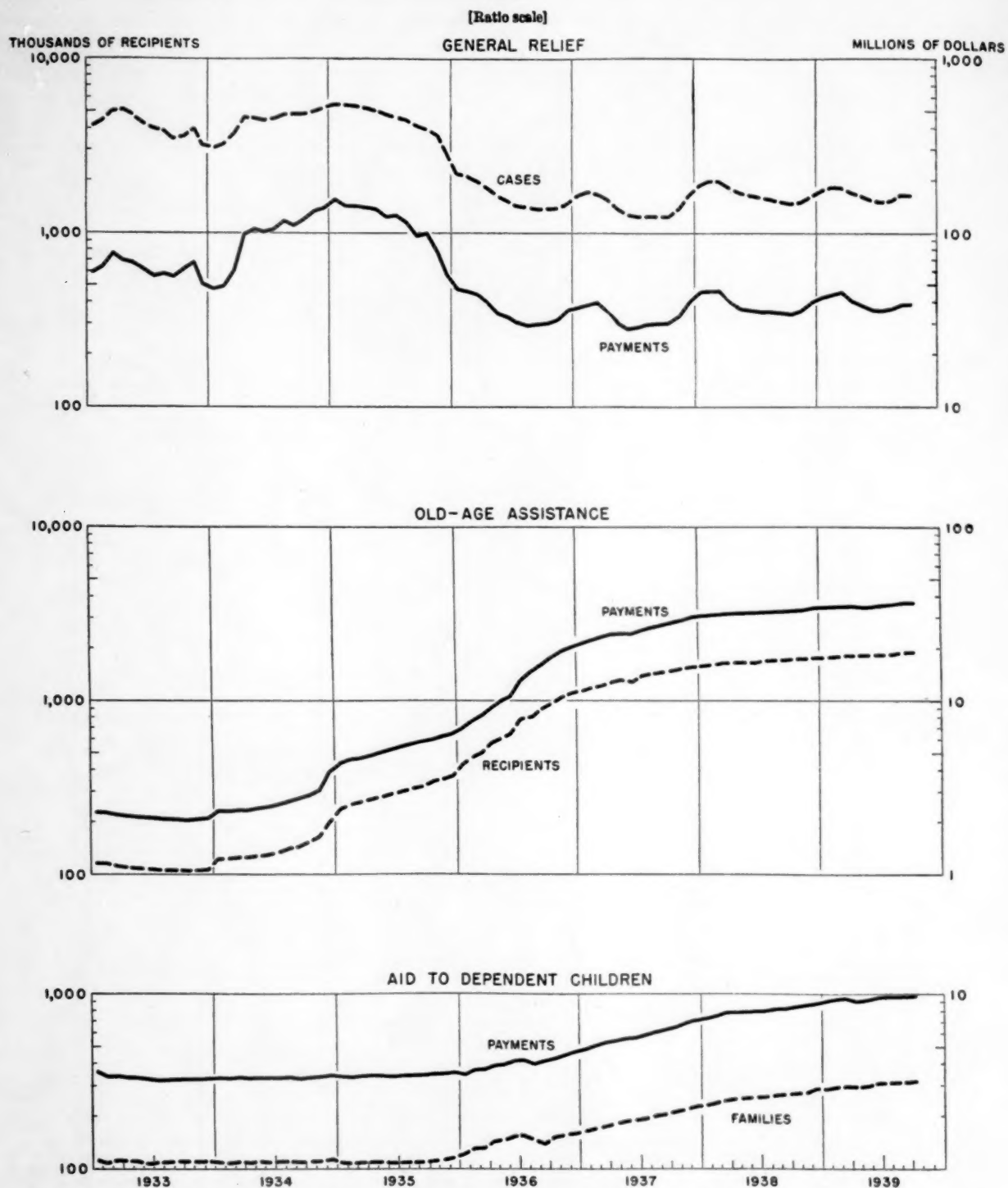
¹⁰ Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects financed from WPA funds.

¹¹ Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed on other work and construction projects financed in whole or in part from Federal funds during monthly period ended on 15th of specified month.

¹² For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

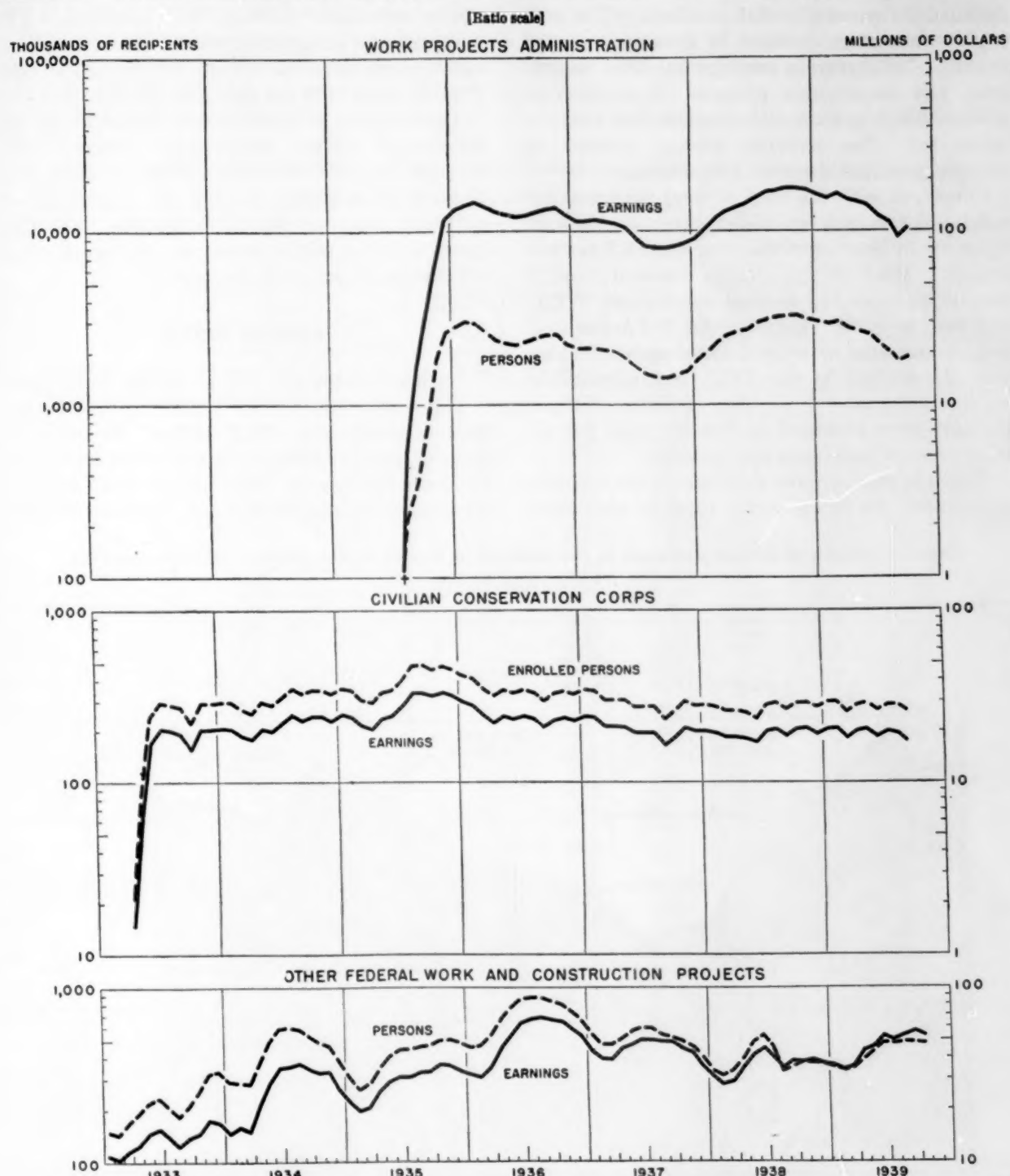
¹³ Less than 500 persons.

Chart II.—Trend in selected public-assistance programs in the continental United States, January 1933–October 1939¹



¹ For January 1937–October 1939 see tables 1 and 2; for earlier months see the *Bulletin*, August 1939, pp. 40–44.

Chart III.—Trend in selected Federal work programs in the continental United States, January 1933–October 1939¹



¹ For January 1937–October 1939 see tables 1 and 2; for earlier months see the *Bulletin*, August 1939, pp. 40–44.

† In July 1935 earnings were \$2,000 for less than 500 persons.

to dependent children, and aid to the blind declined 0.1 percent to \$47.9 million. The only sizable percentage decrease in October was that recorded for aggregate earnings on other Federal work and construction projects. Such earnings totaled \$53.0 million—5.6 percent less than in September. The average weekly number of persons employed dropped 3.1 percent.

Compared with the level of total payments for assistance and earnings in October 1938, the sum expended in October of this year was 16.2 percent smaller. Most of this decline resulted from a drop of 42.6 percent in total earnings on WPA-operated projects. Earnings on WPA-financed projects operated by other Federal agencies, earnings of enrollees in the CCC, and subsistence payments by the FSA also declined. Larger amounts were expended in October 1939 for all other types of assistance and earnings.

Trends in the numbers aided and in the amount of payments for the principal types of assistance

and earnings—general relief, old-age assistance, aid to dependent children, WPA earnings, CCC earnings, and earnings on other Federal work and construction projects—during the period January 1933–October 1939 are shown in charts II and III.

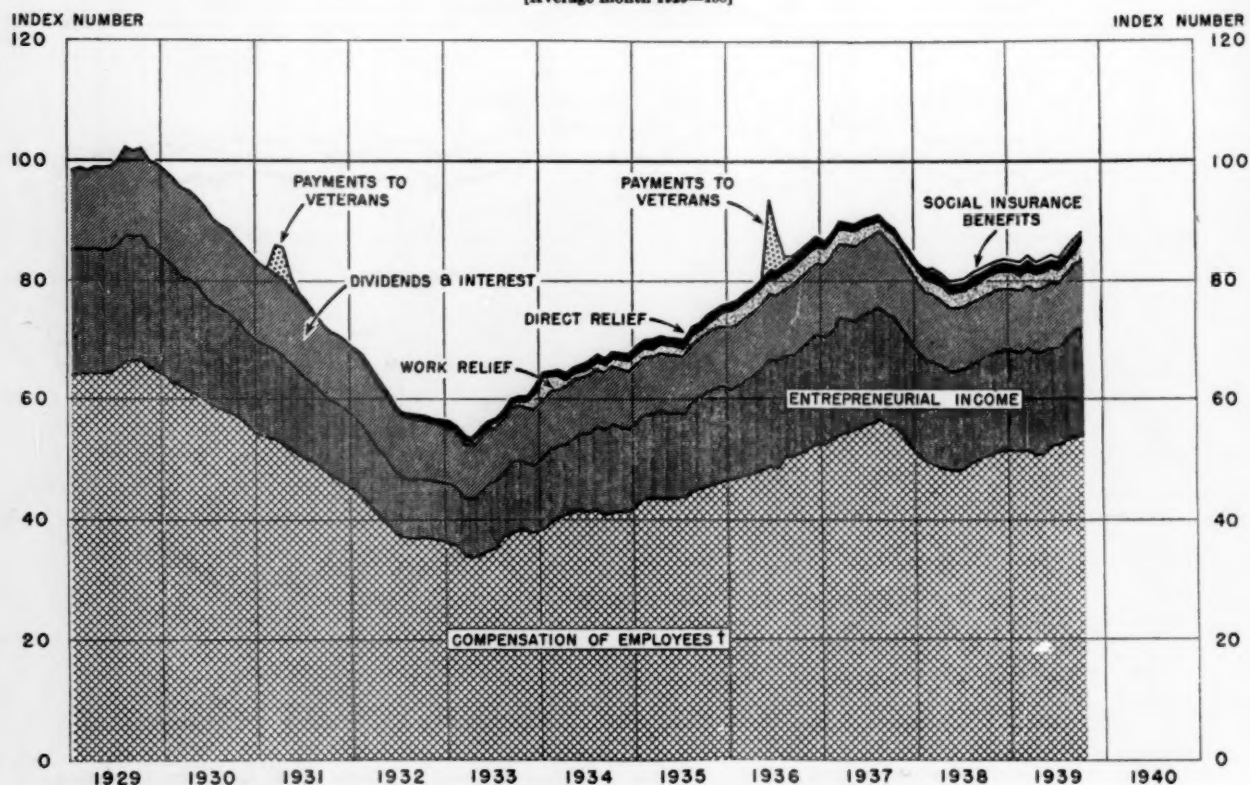
Fluctuations in total income payments in the continental United States from January 1929 through October 1939 are shown in chart IV. This chart indicates the relative magnitude of different types of income payments, including direct relief or public assistance, and work relief or earnings under work programs.

General Relief

During October 1.6 million general relief cases in the continental United States received assistance amounting to \$38.7 million. Included in these aggregate figures are estimates for six States. Programs for general relief are financed entirely from State and/or local funds without Federal

Chart IV.—Index of income payments in the continental United States, January 1929–October 1939¹

[Average month 1929=100]



¹ Compensation of employees, entrepreneurial income, and dividends and interest adjusted for seasonal variation.

† Excludes work relief.

Source: U. S. Department of Commerce, National Income Division.

financial participation. Under such programs the unit of count is the "case," which may be a family, a group of unrelated persons living together as a social and economic unit, or an individual. Payments to cases include direct assistance in cash and in kind and expenditures for providing serv-

ices, such as medical care, to recipients. The data on payments exclude all costs of administering the programs, of hospitalization and burials, and of special programs operated with general relief funds.

In the 43 States submitting complete reports for

Table 3.—General relief in the continental United States, by States, October 1939

[Data reported by State agencies, corrected to Nov. 25, 1939]

State	Number of cases receiving relief	Amount of obligations incurred for relief ¹	Average amount per case	Percentage change from—			
				September 1939 in—		October 1938 in—	
				Number of cases	Amount of obligations	Number of cases	Amount of obligations
Total for continental United States ²	1,633,000	\$38,677,000					
Total for 43 States reporting adequate data.....	1,532,710	36,855,234	\$24.05	-2.1	+1	³ +10.3	⁴ +11.6
Alabama.....	2,175	21,425	9.85	-8	+16.8	-12.7	-5.6
Arizona.....	2,773	36,150	13.04	-1.2	+1.0	-8.2	-19.6
Arkansas.....	3,750	18,042	4.81	-1.5	+1.3	-1	+39.0
California.....	134,523	3,900,933	29.00	+1.9	+4.4	+47.3	+49.4
Colorado.....	13,817	179,391	12.98	-1.8	-2.0	(⁵)	(⁵)
Connecticut.....	20,113	522,413	25.97	-5.4	-4.0	-7.4	-3.2
Delaware.....	1,711	34,839	20.36	+3.5	+15.0	-28.8	-13.5
District of Columbia.....	1,900	41,056	25.66	+4.7	+6.5	+13.2	+10.2
Florida.....	9,553	65,235	6.83	-6	-6	+9.3	+10.6
Georgia.....	6,176	31,012	5.02	+8	+2.0	-9.6	-31.0
Idaho.....	1,854	24,422	13.17	-1.1	(⁵)	(⁵)	(⁵)
Illinois.....	169,319	3,643,848	21.52	-2.2	+6.9	+2.4	-4.4
Indiana.....	55,845	747,756	13.39	-1.4	+8.4	+12.7	+23.8
Iowa.....	30,598	500,597	16.56	-4.4	+2.7	+24.9	+27.9
Kansas.....	23,668	298,302	12.60	+1.2	+5.9	+39.6	+37.9
Louisiana.....	7,703	97,990	12.72	-8	-9	+1.0	-4.6
Maine.....	⁶ 9,185	⁶ 186,948	20.35	+2.0	+2.6	-10.3	-14.0
Maryland.....	8,468	189,252	22.35	+1	+4.0	-15.4	-6.4
Massachusetts.....	68,153	1,796,068	26.35	-3.1	+1.7	+11.9	+11.6
Michigan.....	67,653	1,469,625	21.72	+4.8	+11.6	+14.9	+26.1
Minnesota.....	40,315	987,937	24.51	+3.5	+4.5	+16.0	+13.0
Mississippi.....	986	3,909	3.96	-8.8	-8.0	+5.3	+3.5
Missouri.....	23,541	274,627	11.67	+1.9	+2.7	-24.7	-18.7
Montana.....	3,697	56,288	15.23	-6.5	+1.9	-20.0	-26.5
Nebraska.....	9,757	199,331	11.21	-1.3	+1.4	+33.5	+15.2
Nevada.....	706	14,358	20.34	-6	-4.5	+15.4	+55.9
New Hampshire.....	7,330	166,703	22.74	+1	+5.1	-7.2	-18.8
New Mexico.....	2,067	13,537	6.55	+3.3	+3.7	+51.0	+82.2
New York.....	273,649	9,660,794	35.30	+2.1	+3.8	+2.7	+2.3
North Carolina.....	8,840	38,050	6.52	+2.0	+6.4	+21.0	+44.5
North Dakota.....	4,613	66,711	14.46	+12.0	+9.8	+4	-1.8
Ohio.....	⁷ 111,638	⁷ 1,859,317	16.65	-6.8	-5.0	(⁵)	(⁵)
Oregon.....	8,831	136,922	15.50	+12.8	+11.3	-12.3	-17.5
Pennsylvania.....	287,872	7,774,823	27.01	-9.8	-13.3	+19.1	+18.4
South Carolina.....	2,234	19,933	8.92	-5.2	-2.7	-19.4	-30.5
Texas.....	12,617	91,992	7.29	+3.9	+1.1	+9	-18.6
Utah.....	6,595	166,199	25.20	-1.8	+8.8	+123.9	+183.0
Vermont.....	2,666	60,481	22.69	+8.6	+10.0	-1.0	+1
Virginia.....	9,078	73,462	8.09	+12.7	+1.9	+4.6	+8.3
Washington.....	17,967	⁸ 261,347	14.55	+1.6	+10.3	(⁵)	+18.6
West Virginia.....	10,956	95,308	8.70	+2.1	+7.0	-50.1	-52.6
Wisconsin.....	49,950	1,093,600	21.89	+4	+19.2	+16.9	+41.3
Wyoming.....	1,168	18,301	15.67	-1.8	-4.4	-11.4	-17.3
Total for 6 States for which figures are estimated ⁹	99,800	1,822,000					
Kentucky.....	5,200	40,000					
New Jersey.....	60,600	1,355,000					
Oklahoma.....	14,200	51,000					
Rhode Island.....	10,900	282,000					
South Dakota.....	4,700	68,000					
Tennessee.....	4,200	26,000					

¹ From State and local funds. Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of special programs, hospitalization, and burials.

² Partly estimated.

³ Percentage change for 38 States and the District of Columbia reporting comparable data for October 1938 and October 1939; does not include Colorado, Idaho, Ohio, or Washington.

⁴ Not computed, because comparable data are not available.

⁵ Decrease of less than 0.1 percent.

⁶ Medical care amounting to \$14,431 not included, because number of cases receiving this service only is not available.

⁷ Medical care amounting to \$53,017 not included, because number of cases receiving this service only is not available.

⁸ Medical care amounting to \$7,767 not included, because number of cases receiving this service only is not available.

⁹ Estimated by the Social Security Board for all States except South Dakota and Tennessee, for which estimates were made by State agencies.

both September and October, the total number of cases receiving assistance declined 2.1 percent in October and the total amount of obligations increased 0.1 percent. Despite the fact that the total sum disbursed in this group of States was practically unchanged from September to October, larger amounts were expended in the latter month in 32 States. In Alabama, Delaware, Michigan, Oregon, Vermont, Washington, and Wisconsin the increases were 10.0 percent or more. Of the 22 States in which more cases were aided in October, North Dakota, Oregon, and Virginia reported increases of more than 10.0 percent.

The largest percentage decreases were recorded for Pennsylvania, where the number of cases declined 9.8 percent and total payments 13.3 percent. The reductions in Pennsylvania reflect the influence of increased employment in private industry and on projects of the Work Projects Administration. Mississippi and Ohio were the only other States in which both cases and expenditures declined as much as 5.0 percent in October.

For the group of 39 States with comparable data on cases and payments for October 1938 and October 1939, the total number of cases was 10.3 percent larger in October of this year and total disbursements were 11.6 percent greater. Larger amounts were expended in October 1939 in 21 States; in 11 of these States the percentage increase from October 1938 was more than twice as large as that for all 39 States combined. The amount of obligations incurred was higher also in Washington, which is not included in the 39 States because of the lack of comparable data on cases. Of the 18 States with smaller expenditures in October of this year, there were 12 in which the declines exceeded 10.0 percent.

Special Types of Public Assistance

In October payments totaling \$48.0 million were disbursed to recipients of old-age assistance, aid to dependent children, and aid to the blind in the 48 States, the District of Columbia, Alaska, and Hawaii. Included in this amount are payments made under State plans approved by the Social Security Board and payments made under State laws without Federal financial participation. Excluded from the data on payments are all costs of administering the programs and expenditures for hospitalization and burial of recipients.

From September to October the total amount of obligations incurred for the special types of public assistance was practically unchanged. As compared with the sum disbursed in October 1938, however, aggregate payments were greater by \$4.1 million or 9.4 percent. Payments for aid to dependent children showed the greatest expansion with a gain of 15.7 percent. Total obligations incurred for old-age assistance were 8.0 percent higher and expenditures for aid to the blind 5.7 percent larger.

All but about 2 percent of the total sum expended for the special types of public assistance in October was disbursed in States participating under the Social Security Act. Of the \$47.0 million paid to recipients in October in States administering these types of assistance under approved plans, \$36.4 million was paid to 1.9 million aged persons, \$9.5 million was received by 300,000 families in behalf of 723,000 dependent children, and more than \$1 million was paid to 45,300 recipients of aid to the blind.

In October payments totaling somewhat more than \$1 million were disbursed to blind persons and to families with dependent children in States in which programs for these groups of dependents are operated without Federal financial aid. In Illinois, Missouri, Nevada, Pennsylvania, and Rhode Island 23,900 blind persons received assistance amounting to \$675,000. In Connecticut, Illinois, Iowa, Kentucky, Mississippi, Nevada, South Dakota, and Texas \$342,000 was paid to 14,200 families for the benefit of 32,600 dependent children.

Old-Age Assistance

From September to October the total number of recipients of old-age assistance in the 51 jurisdictions with approved plans increased 0.5 percent, while the total amount of obligations incurred for payments to these recipients declined 0.6 percent. Sizable percentage changes in the number aided or in the volume of assistance were reported by only a few States.

In Texas total payments to recipients declined 40.3 percent, although the number receiving assistance was practically unchanged. Beginning in October, the State of Texas began to repay bank loans that had been obtained to finance the program for old-age assistance. Since no additional funds had been appropriated for the repay-

ment of these loans, it was necessary to effect a marked reduction in payments to recipients. The average payment in Texas decreased from \$14.23 in September to \$8.46 in October. South Carolina reported declines of 5.0 percent in the number of recipients and 4.9 percent in the amount of obligations, thereby continuing the retrenchment which has been evident in that State since June. In South Carolina the sum appropriated from State funds for the special types of public assistance in the present fiscal period is smaller than that made available by the State in the period ended in June of this year.

The number on the rolls in Colorado rose only slightly in October, but total payments to recipients increased 14.9 percent. In Colorado, State funds for old-age assistance are supplied for the most part from taxes that are collected monthly, and the total sum available for assistance is determined principally by the volume of current tax collections. In Alabama the amount of obligations incurred was 9.6 percent above the September level, although the number aided moved upward only 1.4 percent. October was the first month of a new fiscal period in Alabama; in

September payments for each of the special types of public assistance had declined because of a reduction in the amount of county funds available in the largest county in the State.

New Mexico reported a gain of 7.9 percent in the amount of payments, while the number of recipients increased only slightly. The volume of assistance in Connecticut was 4.9 percent higher than in September, whereas the number aided increased 2.0 percent. In Connecticut payments for old-age assistance are subject to a weekly limitation, and the maximum monthly amount allowable varies with the length of the month. Part of the increase from September to October therefore reflects the additional day in the latter month.

In Maine both items were 4.3 percent higher than in September. The program for old-age assistance in Tennessee continued to expand but at a lesser rate than in August and September. In October the number of recipients rose 4.3 percent and the amount of payments 4.2 percent. Since June—the last month of the previous fiscal year in Tennessee—the number assisted had risen 82.8 percent; over the same period total pay-

Table 4.—Special types of public assistance in States with plans approved by the Social Security Board, by months, January 1938–October 1939¹

[Data reported by State agencies, corrected to Nov. 15, 1939]

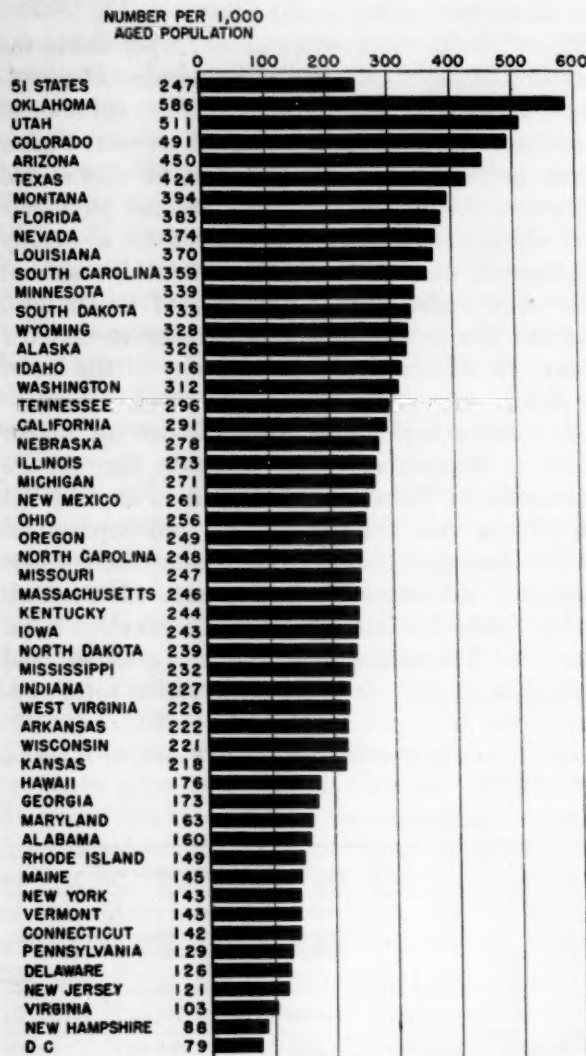
Year and month	Number of recipients				Amount of obligations incurred for payments to recipients ¹			
	Old-age assistance	Aid to dependent children ¹		Aid to the blind	Total	Old-age assistance	Aid to dependent children ¹	Aid to the blind
		Families	Children					
1938 total.....					\$494,796,647	\$390,404,488	\$93,428,185	\$10,963,974
January.....	1,602,025	218,009	541,224	33,595	39,050,567	31,227,485	7,014,662	808,420
February.....	1,625,539	224,737	557,613	35,149	39,510,592	31,443,867	7,222,237	844,488
March.....	1,648,306	231,001	572,582	36,393	40,217,107	31,821,575	7,524,472	871,060
April.....	1,664,541	236,241	585,190	37,218	40,522,123	32,115,413	7,530,714	875,996
May.....	1,680,052	240,079	594,024	38,131	40,787,566	32,364,745	7,540,168	882,652
June.....	1,659,295	243,422	603,335	38,783	40,872,494	32,323,431	7,644,607	904,456
July.....	1,709,812	244,712	606,184	39,596	41,475,321	32,875,578	7,671,460	928,282
August.....	1,719,124	251,743	620,181	40,195	41,885,425	32,965,264	7,978,814	941,847
September.....	1,734,195	254,860	628,925	41,001	42,337,724	33,310,643	8,071,495	955,586
October.....	1,638,552	257,430	633,847	41,448	40,287,498	31,131,926	8,188,484	967,088
November.....	1,704,690	261,116	641,737	42,256	43,437,490	34,032,132	8,422,218	983,140
December.....	1,779,300	266,223	654,306	42,938	44,412,741	34,792,429	8,618,854	1,001,458
1939 total (10 months).....					459,836,427	357,638,924	91,902,574	10,294,929
January.....	1,790,904	273,689	670,081	43,355	44,986,773	35,076,750	8,900,289	1,009,634
February.....	1,803,171	282,109	686,551	43,739	45,278,504	35,192,045	9,067,612	1,018,847
March.....	1,816,842	284,260	689,965	43,968	45,457,326	35,260,410	9,173,298	1,025,618
April.....	1,833,447	282,008	693,900	44,238	45,284,180	35,359,393	8,899,909	1,024,878
May.....	1,835,726	286,191	691,672	44,158	45,250,693	35,260,953	8,968,950	1,020,790
June.....	1,845,338	297,343	717,992	44,576	46,161,785	35,859,017	9,272,028	1,030,740
July.....	1,861,091	298,996	720,964	44,855	46,611,060	36,247,727	9,328,739	1,034,594
August.....	1,874,717	299,305	721,330	45,222	46,833,003	36,439,727	9,352,990	1,040,286
September.....	1,888,019	300,033	722,638	45,274	47,020,595	36,572,369	9,404,934	1,043,292
October.....	1,896,982	300,370	723,373	45,317	46,952,508	36,370,533	9,533,725	1,048,250

¹ See the *Bulletin*, July 1939, p. 52, for information for February 1936–December 1937. Figures include relatively small numbers of cases eligible under State laws for which no Federal funds may be expended and payments to individuals in excess of amounts which can be matched from Federal

funds. Figures are excluded for States not administering Federal funds. Includes estimates for Hawaii for January–May 1938.

² From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

Chart V.—Recipients of old-age assistance per 1,000 population 65 years of age and over in States with plans approved by the Social Security Board, October 1939



ments increased 38.9 percent. Arkansas reported increases of 3.3 percent in the number on the rolls and 4.1 percent in total payments. In Kansas the amount of obligations incurred rose 3.8 percent.

For the 50 jurisdictions making payments under approved plans in October 1938 and October 1939, the total number of recipients was 8.2 percent greater in October of this year, and the total amount of payments was 7.8 percent larger. Total payments to recipients were at least 20.0 percent higher than in October 1938 in Alaska, Arkansas, Indiana, Mississippi, New Hampshire, New Mexico, Oklahoma, Tennessee, Virginia, and Wisconsin. The unusually large increase in

Virginia is attributable to the fact that the program has been in operation in that State for a relatively short time; payments under an approved plan were first made in September 1938.

In spite of the general upward movement, a number of States spent substantially smaller sums for assistance in October of this year as compared with the same month a year ago. The declines amounted to more than 10.0 percent in Georgia, Hawaii, Montana, South Dakota, Texas, and West Virginia. Only two of these States—Georgia and South Dakota—also reported sizable declines in the number of recipients; in Hawaii, Montana, and West Virginia the number aided decreased only slightly, and in Texas more persons were assisted in October of this year.

State average payments per recipient are useful as a rough measure of the level of assistance payments in the various States. Such averages, however, cannot be used for precise comparisons, because the average payment in each State is influenced by a number of variable factors. Furthermore the distributions of individual grants may differ greatly in States having approximately the same average payment. In October 1939 the State averages ranged from \$6.01 in Arkansas to \$32.73 in California; the median State average was \$18.10.

The incidence of old-age assistance varies greatly in the several States because of State differences in the length of time programs have been in operation, the extent of State and local financial support, eligibility requirements, administrative procedures, and public attitudes concerning the problem of old-age dependency. Chart V shows for each State the number of recipients in October 1939 per 1,000 estimated population 65 or more years of age. For a number of States the rates have been adjusted to take into account the administrative practice of making joint grants to cover the needs of two or more aged persons. The rates for all States are based on the estimated population 65 years and over, although in Missouri, New Hampshire, and Pennsylvania a minimum age of 70 is required for eligibility.

Aid to Dependent Children

For the 42 jurisdictions administering aid to dependent children under approved plans, the total numbers of families and children aided were practically unchanged from September to October,

Table 5.—Old-age assistance in States with plans approved by the Social Security Board, by regions and States, October 1939

[Data reported by State agencies, corrected to Nov. 15, 1939]

Region ¹ and State	Number of recipients	Amount of obligations incurred for payments to recipients ²	Average amount per recipient	Percentage change from—				Number of recipients per 1,000 estimated population 65 years and over ³
				September 1939 in—		October 1938 in—		
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations	
Total.....	1,896,982	\$36,370,533	\$19.17	+0.5	-0.6	+8.2	+7.8	239
Region I:								
Connecticut.....	16,619	446,749	26.88	+2.0	+4.9	+9.9	+11.1	142
Maine.....	12,507	258,342	20.66	+4.3	+4.3	+2.7	+1.9	145
Massachusetts.....	81,181	2,305,835	28.41	+8	+1.2	+11.0	+12.5	246
New Hampshire.....	4,573	107,660	23.54	+1	-4	+18.6	+21.9	88
Rhode Island.....	6,705	128,500	19.16	+1.0	+1.1	+6.5	+8.6	149
Vermont.....	5,572	85,810	15.40	-4	+1	+5.7	+12.6	143
Region II:								
New York.....	113,232	2,740,967	24.21	+6	+2.5	+4.2	+4.8	143
Region III:								
Delaware.....	2,646	29,032	10.97	-1.5	-1.3	+2.5	+4.1	126
New Jersey.....	30,335	606,795	20.00	+7	+1.2	+14.1	+19.5	121
Pennsylvania.....	79,916	1,724,091	21.57	-7	-1.1	-9.1	-8.3	129
Region IV:								
District of Columbia.....	3,321	82,826	24.94	+1.2	+1.5	+2.5	+1.1	79
Maryland.....	17,721	308,122	17.39	+5	+7	+3.0	+2.3	163
North Carolina.....	34,651	346,331	9.99	+6	+1.6	+11.1	+19.9	248
Virginia.....	15,643	150,225	9.60	+2.4	+1.7	+218.5	+265.0	103
West Virginia.....	17,749	218,238	12.30	-3	-1.8	-1.0	-11.5	226
Region V:								
Kentucky.....	45,147	391,278	8.67	-1	-1	+4.7	+3.0	244
Michigan.....	79,114	1,302,025	16.46	-1.3	-1.4	+14.8	+9.2	271
Ohio.....	123,708	2,816,156	22.78	+2.3	+2.6	(7)	(7)	256
Region VI:								
Illinois.....	136,793	2,700,847	19.74	+8	+1.5	+11.1	+19.9	273
Indiana.....	65,502	1,143,543	17.46	+5	+1.0	+33.3	+42.0	227
Wisconsin.....	48,709	1,049,289	21.54	+1.2	+1.6	+14.7	+20.9	221
Region VII:								
Alabama.....	17,675	172,647	9.77	+1.4	+9.6	+13.3	+15.2	160
Florida.....	36,362	427,623	11.76	-5	-9	+14.0	-3.7	383
Georgia.....	22,642	183,369	8.10	+6	+5	-35.6	-41.0	173
Mississippi.....	19,862	148,164	7.46	(9)	+4	+10.4	+22.1	252
South Carolina.....	22,255	182,318	8.19	-5.0	-4.9	-2	+13.7	359
Tennessee.....	38,773	389,116	10.04	+4.3	+4.2	+71.6	+30.1	296
Region VIII:								
Iowa.....	53,122	1,062,578	20.01	+3	+3	+6.5	+7.5	243
Minnesota.....	66,158	1,373,238	20.76	-3	(9)	+2.6	+5.2	339
Nebraska.....	27,206	394,526	14.50	+6	-2	+2.2	-4.2	278
North Dakota.....	8,586	152,478	17.76	+1.4	+1.5	+11.2	+14.8	239
South Dakota.....	13,995	241,310	17.24	+8	+6	-12.6	-24.9	333
Region IX:								
Arkansas.....	17,951	107,882	6.01	+3.3	+4.1	+2.9	+46.5	222
Kansas.....	25,359	458,967	18.10	+1.2	+3.8	+19.8	+15.7	218
Missouri.....	77,140	1,461,372	18.94	+5	+6	+6.0	+10.5	247
Oklahoma.....	69,699	1,225,830	17.59	+6	+5	+8.2	+25.2	586
Region X:								
Louisiana.....	30,019	320,516	10.68	(9)	+3	+10.8	+17.4	370
New Mexico.....	3,918	50,226	12.82	+5	+7.9	+4.1	+20.1	261
Texas.....	120,936	1,023,527	8.46	+3	-40.3	+6.7	-34.7	424
Region XI:								
Arizona.....	7,651	202,334	26.45	+9	+1.0	+16.0	+18.0	450
Colorado.....	9,688	1,283,274	32.33	+6	+14.9	+6.1	+18.6	491
Idaho.....	8,451	181,776	21.51	+9	+1.0	-3.3	-3.5	316
Montana.....	12,202	218,458	17.91	-2	-1	-1.7	-13.8	394
Utah.....	13,788	289,898	21.03	+2	+5	+3.8	+7.3	511
Wyoming.....	3,255	75,608	23.23	+6	+1.1	+10.7	+19.4	328
Region XII:								
California.....	133,717	4,376,991	32.73	-7	+1	+8.1	+9.2	291
Nevada.....	2,244	59,568	26.55	(9)	-1	+9.4	+9.4	374
Oregon.....	20,932	447,498	21.38	+9	+8	+12.5	+13.0	249
Washington.....	39,061	861,356	22.05	+2	+1	+5.7	+8.5	312
Territories:								
Alaska.....	1,304	36,212	27.77	+1.9	+1.6	+24.8	+26.9	326
Hawaii.....	1,717	18,882	11.00	+6	+1.2	-2.8	-15.0	176

¹ Social Security Board administrative regions.

² From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

³ Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

⁴ Comparison for 47 States, the District of Columbia, Alaska, and Hawaii with approved plans for October 1938 and October 1939.

⁵ Adjustments have been made for grants covering 2 or more eligible individuals for Alabama, Arkansas, Georgia, Idaho, Kansas, Louisiana, Mary-

land, Mississippi, New Hampshire, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wyoming, and Hawaii.

⁶ Minimum age under State plan is 70 years, but rate is based on population 65 and over.

⁷ No approved plan for old-age assistance for October 1938.

⁸ Increase of less than 0.1 percent.

⁹ Decrease of less than 0.1 percent.

¹⁰ Includes \$108,519 incurred for payments to 3,370 recipients 60 but under 65 years of age. Rate per 1,000 excludes these recipients.

but the total amount paid to these recipients increased 1.4 percent. A few States reported sizable percentage changes in one or more of these items.

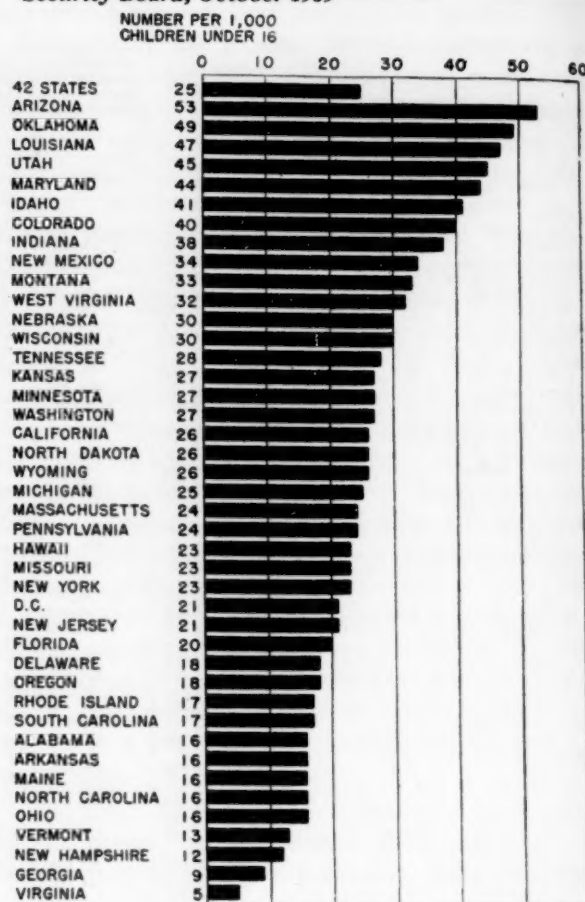
In Hawaii increases of 7.3 percent in the number of families and 5.6 percent in the number of children were accompanied by a rise of 9.8 percent in the volume of payments. New Hampshire reported gains of 6 to 9 percent in families, children, and payments, thereby continuing the upward movement shown in each month since March of this year. Further increases were recorded for the comparatively new program in Virginia, where the numbers of families and children were each about 7 percent higher than in September and the amount of obligations was about 5 percent larger. The numbers of families and children assisted in Florida rose 5.7 and 3.3 percent, respectively, but the amount of payments increased less than 1 percent. In New Mexico total payments to recipients were 4.2 percent higher than in September.

In Alabama the total sum disbursed for aid to dependent children was 11.7 percent greater than in the previous month, although the numbers of families and children each decreased 1.3 percent. Total payments had declined substantially in September in Alabama because of a stringency of county funds in the largest county in the State. With the beginning of a new fiscal year in October, the aggregate expenditure was increased to a level somewhat above that recorded for August. In Michigan the amount of obligations incurred rose 5.5 percent in October, principally because of a seasonal increase in the needs of recipients. The number of families aided in Michigan declined, and the number of children increased only slightly.

South Carolina was the only State reporting sizable percentage decreases in all three items. The numbers of families and children declined 6.9 and 6.7 percent, respectively, and the volume of payments dropped 6.5 percent. The public-assistance agency in South Carolina received a smaller appropriation from State funds for the current fiscal year than for the one ended in June 1939.

All the 42 jurisdictions making payments under the Social Security Act in October 1939 also made payments under approved plans in October 1938. The total numbers of families and children assisted were 16.7 and 14.1 percent higher, respectively, in October of this year, and the total amount of

Chart VI.—Number of children receiving aid to dependent children per 1,000 population under 16 years of age in States with plans approved by the Social Security Board, October 1939



obligations incurred was 16.5 percent greater. The percentage increase in total payments was at least twice as large as in all States combined in Arkansas, Florida, New Hampshire, New Mexico, North Dakota, Pennsylvania, Vermont, and Virginia. The exceptionally large increases in Florida and Virginia are attributable to the relatively short time the programs have been in operation. Each of these States initiated payments under an approved plan in September 1938. The expansion in Pennsylvania is accounted for by the transfer of a large number of families from the general relief rolls during the course of the year.

As compared with the amounts expended in October of last year, a few States disbursed substantially smaller sums for assistance in October 1939. In the District of Columbia total payments had declined 30.1 percent, in Georgia 22.2 percent, and in Washington 15.4 percent.

State average payments per family may be used to indicate the general level of grants in the several States. It should be remembered, however, that State averages are conditioned by many variable factors, such as differences in the cost

and standard of living and in methods of determining the amount of grant. In October 1939 the State average payments per family ranged from \$8.09 to \$59.05, with a median average payment of \$30.05.

Table 6.—Aid to dependent children in States with plans approved by the Social Security Board, by regions and States, October 1939

[Data reported by State agencies, corrected to Nov. 15, 1939]

Region ¹ and State	Number of recipi- ents		Amount of obligations incurred for pay- ments to recipi- ents ²	Average amount per family	Percentage change from—						Number of recipi- ents per 1,000 esti- mated popu- lation under 16 years ³
	Families	Children			September 1939 in—			October 1938 in—			
					Number of recipi- ents		Amount of oblig- ations	Number of recipi- ents		Amount of oblig- ations	
					Families	Children		Families	Children		
Total	300,370	723,373	\$9,533,725	\$31.74	+0.1	+0.1	+1.4	+16.7	+14.1	+16.5	24
Region I:											
Maine	1,433	3,661	54,412	37.97	+2	-1	+7	+8.5	+5.9	+10.1	16
Massachusetts	10,781	27,428	636,653	59.05	+1.5	+3.4	+1.5	+18.4	+23.2	+18.5	24
New Hampshire	577	1,523	24,075	41.72	+5.9	+7.3	+9.0	+67.7	+64.1	+79.9	12
Rhode Island	1,149	3,090	53,090	46.21	-5	-8	-7	+14.4	+12.5	+10.8	17
Vermont	472	1,390	14,262	30.22	+1.7	+2.4	+3.0	+37.2	+32.0	+71.4	13
Region II:											
New York	36,587	72,242	1,791,516	48.97	(⁴)	-2	+2.4	+7.7	+8.5	+7.9	23
Region III:											
Delaware	493	1,216	15,367	31.17	-1.4	+1	-1.4	+4.4	+10.3	+6.6	18
New Jersey	10,760	23,610	321,478	29.88	-2	-2	+1	-1.1	-3.5	+1.0	21
Pennsylvania	29,935	69,421	1,062,636	35.50	+4	+1	+4	+73.9	+64.5	+80.4	24
Region IV:											
District of Columbia	921	2,704	34,778	37.76	-6	-2	-5	-14.9	-17.7	-30.1	21
Maryland	7,249	19,619	225,498	31.11	-1.2	-1.4	-3.0	-2.3	-3.2	-3.4	44
North Carolina	8,072	20,860	122,563	15.18	-1	-4	-2	+8.0	+2.0	+8.0	16
Virginia	1,441	4,663	30,766	21.35	+7.1	+6.8	+4.9	+132.4	+98.3	+158.1	5
West Virginia	7,338	20,679	142,925	19.48	+3	+1	+3	+27.0	+23.4	+16.4	32
Region V:											
Michigan	14,054	32,969	526,820	37.49	-1.9	+8	+5.5	+16.5	+17.2	+14.2	25
Ohio	10,187	28,778	389,918	38.28	-9	-9	-8	-5.7	-7.4	-9.5	16
Region VI:											
Indiana	17,017	34,916	470,404	27.64	+4	+4	+6	+15.3	+12.1	+16.8	38
Wisconsin	11,764	27,024	448,992	38.17	+5	+1	+3.0	+13.4	+10.7	+17.1	30
Region VII:											
Alabama	5,410	15,950	73,300	13.55	-1.3	-1.3	+11.7	-1.0	-1.3	+5.9	16
Florida	3,840	9,679	80,237	20.90	+5.7	+3.3	+6	+131.7	+128.9	+255.8	20
Georgia	3,629	9,725	74,030	20.40	-6	-8	-6	-19.5	-20.0	-22.2	9
South Carolina	4,088	12,047	67,354	16.48	-6.9	-6.7	-6.5	+7.1	+7.0	+25.9	17
Tennessee	9,785	25,942	178,734	18.27	-1	-3	-3	-2.5	-4.5	-3.1	28
Region VIII:											
Minnesota	8,031	19,484	281,796	35.09	+9	-2	+1.2	+27.2	+21.6	+25.7	27
Nebraska	5,092	11,503	123,683	24.29	+1.3	+1.0	+1.1	+14.7	+12.3	+13.9	30
North Dakota	2,162	6,035	68,725	31.79	+3.4	+3.6	+2.9	+89.5	+69.7	+77.0	26
Region IX:											
Arkansas	4,040	10,945	32,678	8.09	-1	-3	-1	-2.7	-5.4	+45.4	16
Kansas	5,991	13,532	163,261	27.25	+4	+1	+2.4	+34.8	+27.1	+23.9	27
Missouri	10,034	23,517	193,619	19.30	+6	+4	+8	+53.7	+44.7	-3.0	23
Oklahoma	17,360	39,828	210,378	12.12	+2	+3	+6	+17.3	+15.8	+2.4	49
Region X:											
Louisiana	11,191	31,858	238,472	21.31	+1	+3	+1	+22.2	+22.1	+24.2	47
New Mexico	1,721	5,033	38,592	22.42	+1.8	+2.1	+4.2	+18.4	+19.7	+48.1	34
Region XI:											
Arizona	2,512	6,821	80,084	31.88	-2	-1.1	-6	+33.5	+22.1	+29.1	53
Colorado	4,868	11,885	144,830	29.75	+1	+5	+2	+28.9	+21.8	+24.5	40
Idaho	2,640	6,323	71,962	27.26	+3	(⁵)	+2	+2	+1.5	+3.6	41
Montana	2,153	5,039	58,356	27.10	-9	-1.1	-9	+4.6	+4.5	+5	33
Utah	3,283	7,878	115,855	35.29	-2	-3	+9	+13.8	+10.5	+27.7	45
Wyoming	712	1,765	22,424	31.49	+1.7	+1.7	+2.9	+25.1	+22.2	+27.7	26
Region XII:											
California	14,024	34,481	602,584	42.97	+5	(⁵)	+2.3	+11.8	+11.3	+21.2	26
Oregon	1,882	4,271	75,494	40.11	+1.0	+2.3	+6	+25.7	+28.8	+31.9	18
Washington	4,776	10,846	141,402	29.61	-5	-5	+4	-17.7	-16.8	-15.4	27
Territory:											
Hawaii	916	3,193	29,722	32.45	+7.3	+8.6	+9.8	+6.5	+4.8	+3.1	23

¹ Social Security Board administrative regions.

² From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

³ Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

⁴ Includes an unknown number of children 16 years of age and over.

⁵ Decrease of less than 0.1 percent.

⁶ Includes approximately 2,756 children 16 years of age and over. Rate per 1,000 excludes these children.

⁷ Includes aid to dependent children administered under State law without Federal participation.

⁸ In addition, in 69 counties payments amounting to \$12,387 were made from local funds without Federal participation to 707 families in behalf of 1,437 children under the State mothers' pension law. Some families receiving aid from this source for October also received aid under State plan for aid to dependent children approved by the Social Security Board.

⁹ No change.

Variations in State patterns underlying the development of programs for aid to dependent children are reflected in wide differences in the ratio of the number of children receiving assistance to the potentially eligible population. Under the amended Social Security Act Federal funds may be used to assist children between 16 and 18 years of age who are regularly attending school, as well as children under age 16. At present, however, relatively few States are assisting children between 16 and 18 years of age, and it may be some time before a majority of the States are able to broaden their plans to provide assistance in behalf of such children. The rates for October 1939, shown in chart VI, are therefore based on the estimated total population under 16 years of age.

Aid to the Blind

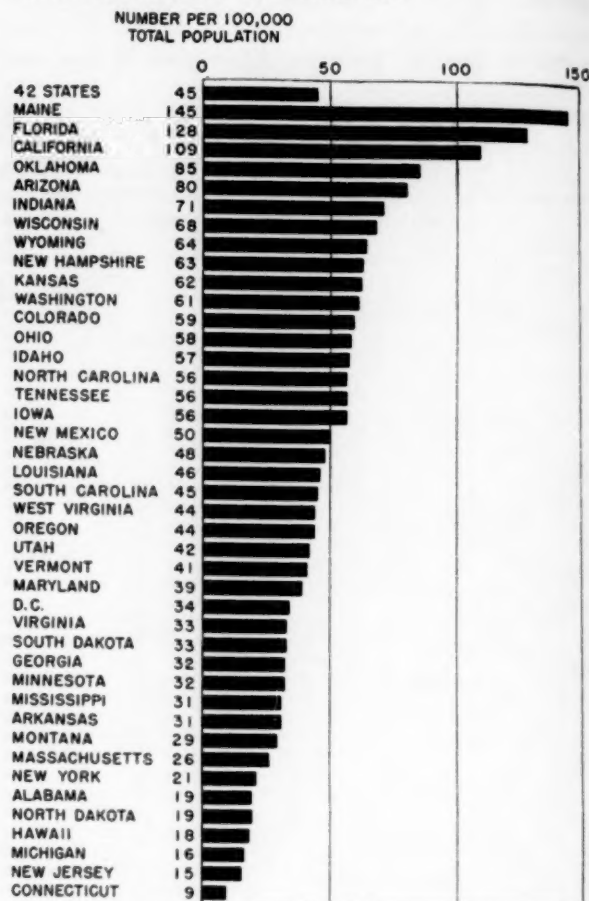
The total number of recipients of aid to the blind in the 42 jurisdictions making payments under the Social Security Act and the total amount of assistance to these recipients increased slightly from September to October. In most States the percentage changes in both items were small.

In Alabama the amount of obligations rose 8.9 percent, although the number aided declined slightly. October marked the beginning of a new fiscal period in Alabama. An upward change of 5.6 percent in total payments in Michigan reflects a seasonal increase in the needs of recipients; the number on the rolls increased less than 1 percent. Montana reported gains of about 4 percent in both items. In Mississippi, where payments under an approved plan were first made in November 1938, the number of recipients and amount of payments each increased about 3 percent. In Connecticut, Minnesota, and North Dakota the amounts of obligations incurred were 3 to 5 percent higher than in September.

The influence of the reduced appropriation from State funds in South Carolina was also reflected in the program for aid to the blind; the number assisted dropped 4.2 percent and total payments 4.4 percent. In Wyoming the number of recipients decreased about 3 percent.

For the 41 jurisdictions with approved plans in October 1938 and October 1939, the total number of recipients and total amount of obligations were each 8.1 percent greater in October of this year. Total payments to recipients had

Chart VII.—Recipients of aid to the blind per 100,000 total population in States with plans approved by the Social Security Board, October 1939



increased 20.0 percent or more from the October 1938 level in Alabama, Arkansas, Louisiana, Minnesota, New Mexico, North Dakota, Vermont, and Virginia. In Virginia, where total disbursements had almost tripled, payments under an approved plan for aid to the blind were begun in September 1938.

The sums expended for aid to the blind in October 1939 in Florida, Georgia, South Dakota, and Tennessee were from 11.4 to 23.1 percent lower than the amounts of obligations incurred for the same month of 1938. Of these States only Georgia also reported a decline in the number on the rolls.

In October 1939 the average payment per recipient in States with approved plans ranged from \$6.49 to \$48.12. The median average payment was \$20.73.

Because of the lack of adequate data on the

extent of blindness, the incidence of aid to the blind is measured by relating the number of recipients to the total population. The number

assisted in October per 100,000 estimated total population in each State with an approved plan is shown in chart VII.

Table 7.—Aid to the blind in States with plans approved by the Social Security Board, by regions and States, October 1939

[Data reported by State agencies, corrected to Nov. 15, 1939]

Region ¹ and State	Number of recipients	Amount of obligations incurred for payments to recipients ²	Average amount per recipient	Percentage change from—				Number of recipients per 100,000 estimated population ³
				September 1939 in—		October 1938 in—		
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations	
Total.....	45,317	\$1,048,250	\$23.13	+0.2	+0.6	+8.1	+8.1	46
Region I:								
Connecticut.....	⁴ 163	⁴ 4,292	26.33	+6	+4.1	(⁵)	(⁵)	9
Maine.....	1,243	28,383	22.83	+5	+2	+2	+5	145
Massachusetts.....	1,164	26,262	22.56	+1.6	+2.1	+7.5	+12.2	26
New Hampshire.....	321	7,329	22.83	+1.6	+1.9	+7.7	+14.6	63
Vermont.....	157	3,276	20.87	(⁷)	(⁷)	+15.4	+43.6	41
Region II:								
New York.....	2,714	67,329	24.81	+3	—3	+4.9	+8.7	21
Region III:								
New Jersey.....	646	14,778	22.88	+1.1	+1.2	+8.0	+11.1	15
Region IV:								
District of Columbia.....	211	5,429	25.73	(⁷)	+1.0	—3.7	—7.4	34
Maryland.....	657	13,901	21.16	+2	+7	+5.6	+6.8	36
North Carolina.....	1,941	28,758	14.82	—1.8	—2.9	—1.6	—1.1	56
Virginia.....	906	11,363	12.54	+1.3	+1.5	+172.9	+187.4	33
West Virginia.....	819	12,772	15.59	+5	—1.4	+12.0	+1.7	44
Region V:								
Michigan.....	758	17,891	23.60	+5	+5.6	+18.3	+16.4	16
Ohio.....	3,931	77,131	19.62	—2	—2	+2	(⁵)	58
Region VI:								
Indiana.....	2,451	48,872	19.94	—4	—2	—5	+2.8	71
Wisconsin.....	1,990	45,506	22.87	—4	—2	+1.2	+3.8	68
Region VII:								
Alabama.....	548	5,093	9.29	—5	+8.9	+16.3	+20.6	18
Florida.....	⁴ 2,135	⁴ 26,383	12.36	—9	—1.3	+4.8	—11.4	122
Georgia.....	1,002	10,036	10.02	+6	+5	—15.7	—23.1	31
Mississippi.....	630	4,534	7.28	+2.9	+3.3	(⁵)	(⁵)	35
South Carolina.....	841	9,168	10.90	—4.2	—4.4	+1.3	+16.2	48
Tennessee.....	1,616	17,733	10.97	+3	+4	+11.6	—16.5	59
Region VIII:								
Iowa.....	1,431	33,231	23.22	+8	+1.1	+15.1	+15.2	56
Minnesota.....	850	22,274	26.20	+1.7	+4.6	+16.4	+26.1	32
Nebraska.....	648	12,773	19.71	+2.4	+3	+8.5	+8.1	48
North Dakota.....	135	2,767	20.50	+1.5	+3.4	+17.4	+27.7	19
South Dakota.....	228	3,634	15.94	+9	—6	+8.6	—15.5	33
Region IX:								
Arkansas.....	643	4,174	6.49	+5	+2	+3.9	+50.3	31
Kansas.....	1,147	21,875	19.07	+4	+2.5	+22.7	+15.6	62
Oklahoma.....	2,156	32,225	14.95	(⁷)	+4	+9.1	+1.1	85
Region X:								
Louisiana.....	978	13,366	13.67	+1.0	+1.5	+36.0	+44.0	46
New Mexico.....	210	3,217	15.32	+1.9	+2.2	+5.0	+20.0	50
Region XI:								
Arizona.....	329	8,363	25.42	+1.2	+1.8	+14.2	+19.8	80
Colorado.....	631	17,561	27.83	+5	+1.2	+4.0	+3.6	59
Idaho.....	283	6,076	21.47	+7	+1.0	—2.7	—5.8	57
Montana.....	158	3,253	20.59	+3.9	+4.3	(⁵)	(⁵)	29
Utah.....	217	5,663	26.10	+5	+1.0	+5.9	+8.9	42
Wyoming.....	151	4,207	27.86	—3.2	—2.2	—6.2	—8.7	64
Region XII:								
California.....	6,736	324,124	48.12	+8	+9	+12.5	+12.9	100
Oregon.....	456	11,548	25.33	—2	+2	+6.0	+5.3	44
Washington.....	1,016	30,730	30.25	(⁷)	+1	+4	—3.2	61
Territory:								
Hawaii.....	70	920	13.14	(⁵)	(⁵)	(⁵)	(⁵)	18

¹ Social Security Board administrative regions.
² From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.
³ Population as of July 1, 1937, estimated by the U. S. Bureau of the Census.
⁴ Comparison for 39 States, the District of Columbia, and Hawaii with approved plans for October 1938 and October 1939.

⁵ Does not include aid to the blind administered under State law without Federal participation.
⁶ Not computed, because figures too small for comparison.
⁷ No change.
⁸ Increase of less than 0.1 percent.
⁹ No approved plan for aid to the blind for October 1938.

STATISTICS BY STATES, SEPTEMBER 1939

State data on the amounts expended for payments to recipients under public-assistance and Federal work programs and on the numbers benefited under the various programs are shown in tables 8 and 9. From August to September aggregate disbursements for assistance and earnings declined in 40 States. In Massachusetts, Michi-

gan, New Jersey, Pennsylvania, and Vermont the declines were more than 10.0 percent. Of the 9 States in which larger sums were expended in September, North Carolina was the only one in which the increase amounted to as much as 5.0 percent.

In September earnings of persons enrolled in

Table 8.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by States, September 1939¹

[In thousands]

State	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—		Subsistence payments certified by the Farm Security Administration	Earnings of persons employed under Federal work programs					
		Special types of public assistance	General relief		Civilian Conservation Corps	National Youth Administration		Work Projects Administration		Other Federal work and construction projects
						Student aid	Work projects	Projects operated by the WPA	Projects operated by other Federal agencies	
Total	\$257,982	\$47,953	\$38,649	\$846	\$17,097	\$208	\$4,222	\$89,390	\$3,431	\$56,126
Alabama	3,373	228	18	24	438	10	109	1,622	20	904
Arizona	1,197	289	36	37	169	(1)	17	295	39	316
Arkansas	2,572	141	18	6	454	7	89	1,341	15	503
California	17,504	5,282	3,736	57	616	22	149	4,529	272	2,841
Colorado	3,409	1,279	183	21	171	4	40	870	116	726
Connecticut	3,504	503	544	0	182		53	1,118	40	1,004
Delaware	413	45	30	(1)	32	1	7	112	6	180
District of Columbia	2,351	122	39		49		16	447	149	1,531
Florida	2,998	538	66	2	251	1	58	1,456	82	515
Georgia	3,234	267	30	6	485	6	83	1,659	69	626
Idaho	1,047	258	24	2	72	3	22	359	72	235
Illinois	17,769	3,035	3,409	5	944	3	229	7,471	108	2,558
Indiana	6,833	1,649	690	1	389	14	103	2,711	36	1,241
Iowa	3,643	1,154	493	1	209	2	45	978	20	743
Kansas	2,601	623	282	59	225	16	77	805	69	446
Kentucky	3,734	400	41	5	395	6	124	1,668	72	1,023
Louisiana	3,153	571	99	5	351	6	109	1,242	23	748
Maine	1,515	330	182	2	121		55	257	36	532
Maryland	2,442	552	182	1	173	1	42	523	132	835
Massachusetts	12,260	2,931	1,766	(1)	548	1	114	4,268	142	2,489
Michigan	9,770	1,836	1,317	3	557	4	157	4,497	40	1,358
Minnesota	6,190	1,673	945	3	448		89	2,085	45	901
Mississippi	2,912	153	4	111	360	13	86	1,103	26	1,057
Missouri	7,038	1,737	267	9	661	6	136	3,088	41	1,091
Montana	2,167	281	55	69	148	6	26	534	62	987
Nebraska	2,618	530	108	41	193	3	45	1,016	28	654
Nevada	368	63	15		16	1	3	63	6	201
New Hampshire	1,298	137	159	1	38	1	21	308	15	618
New Jersey	8,628	935	1,393	1	497		145	3,294	133	2,229
New Mexico	1,046	87	13	49	143	(1)	34	498	28	194
New York	30,685	4,492	9,309	4	1,095	(1)	438	8,681	217	6,448
North Carolina	3,366	493	36	3	414	10	77	1,306	60	967
North Dakota	1,151	220	61	38	200	8	34	359	14	218
Ohio	15,694	3,214	1,958	5	816	8	165	7,238	59	2,231
Oklahoma	4,391	1,460	48	28	529	16	76	1,450	91	693
Oregon	2,139	530	123	1	139	2	23	643	35	642
Pennsylvania	24,687	3,177	8,966	4	1,139	7	273	6,440	256	4,425
Rhode Island	1,950	181	267	(1)	82		31	639	20	730
South Carolina	2,669	273	20	3	307	1	77	1,251	103	632
South Dakota	1,456	271	58	178	181	18	48	495	41	167
Tennessee	3,705	570	25	1	448	23	94	1,204	41	1,290
Texas	7,758	1,716	91	38	941	17	219	2,806	184	1,746
Utah	1,342	409	153	2	77		24	418	36	224
Vermont	471	103	55	(1)	29		7	153	23	101
Virginia	3,506	188	72	2	394		81	721	155	1,893
Washington	5,180	1,032	237	2	268	13	44	1,343	85	2,157
West Virginia	2,951	378	89	2	284	9	107	1,420	12	650
Wisconsin	6,624	1,514	918	6	381		115	2,455	32	1,203
Wyoming	670	101	19	7	41		8	122	25	347

¹ See footnotes on table 1.

² Includes \$333 not distributed by States.

³ Less than \$1,000.

⁴ Estimated.

the Civilian Conservation Corps declined in all States. The total amount earned on projects operated by the Work Projects Administration decreased in 42 States; data for the several States were affected by new wage schedules that became effective September 1. Subsistence payments by the Farm Security Administration were lower than in August in about two-thirds of the States. Earnings on work projects of the National Youth Administration decreased in about half the States,

but with the opening of the school year payments for student aid were resumed in most States.

From August to September total payments for the special types of public assistance increased in 36 States and expenditures for general relief in 32 States. Earnings on other Federal work and construction projects and earnings on WPA-financed projects operated by other Federal agencies each moved upward in approximately two-thirds of the States.

Table 9.—Recipients of public assistance and persons employed under Federal work programs in the continental United States, by States, September 1939 ¹

State	Recipients of special types of public assistance				Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	Persons employed under Federal work programs					
	Old-age assistance	Aid to dependent children		Aid to the blind			Civilian Conservation Corps	National Youth Administration		Work Projects Administration		Other Federal work and construction projects
		Families	Children					Student aid	Work projects	Projects operated by the WPA	Projects operated by other Federal agencies	
Total	1,885,032	313,376	752,226	69,074	1,609,171	50,119	255,174	61,771	225,477	1,654,306	60,549	491,333
Alabama	17,426	5,480	16,153	551	2,193	1,224	6,543	2,424	6,304	37,499	448	10,451
Arizona	7,581	2,517	6,900	325	2,808	3,189	2,520	58	1,061	4,730	652	2,534
Arkansas	17,382	4,044	10,979	640	3,809	218	6,773	1,868	5,616	31,705	530	6,968
California	134,668	13,955	34,491	6,683	132,043	4,326	9,196	2,254	7,738	69,984	4,251	20,286
Colorado	39,440	4,865	11,947	628	14,065	1,137	2,545	1,346	2,171	16,124	1,867	5,936
Connecticut	16,296	1,420	3,310	221	21,257		2,719		2,337	17,282	839	8,317
Delaware	2,686	500	1,215		1,653	5	473	132	407	2,045	91	1,904
District of Columbia	3,283	927	2,709	211	1,528		729		871	7,190	2,021	11,269
Florida	26,536	3,634	9,372	2,160	9,614	87	3,741	156	3,829	33,119	1,561	5,774
Georgia	22,517	3,652	9,808	906	6,125	264	7,246	1,967	4,468	38,137	1,430	9,161
Idaho	8,375	2,633	6,323	281	1,875	60	1,072	885	921	6,763	1,192	2,035
Illinois	135,721	17,500	17,000	7,700	173,208	171	14,093	538	12,261	129,756	1,965	18,770
Indiana	65,194	16,957	34,793	2,462	56,650	68	5,802	3,661	5,528	48,024	630	10,227
Iowa	52,964	3,000	7,000	1,419	32,021	20	3,114	410	2,895	18,332	377	7,616
Kansas	25,062	5,966	13,521	1,142	23,378	3,625	3,355	4,025	4,309	16,843	1,225	4,700
Kentucky	45,204	239	766		5,100	132	5,896	1,556	7,044	33,014	1,518	9,913
Louisiana	30,015	11,179	31,761	968	7,769	229	5,234	1,302	5,994	29,493	486	8,179
Maine	11,989	1,430	3,663	1,237	9,008	58	1,799		1,698	5,190	658	6,173
Maryland	17,634	7,336	19,905	656	8,489	41	2,586	149	2,621	9,990	2,048	7,701
Massachusetts	80,544	10,622	26,538	1,146	70,326	5	8,183	81	5,152	69,925	3,012	20,960
Michigan	80,138	14,332	32,707	754	64,546	137	8,313	1,158	8,318	78,206	733	11,064
Minnesota	66,331	7,962	19,527	836	38,952	172	6,688		4,938	36,193	817	8,944
Mississippi	19,860	104	162	612	1,081	8,156	5,374	2,661	5,489	28,911	694	15,040
Missouri	76,782	9,971	23,424	3,655	23,108	217	9,865	1,842	7,550	58,714	727	10,923
Montana	12,226	2,173	5,093	152	3,955	2,955	2,204	1,345	1,259	9,069	1,166	7,471
Nebraska	27,039	5,029	11,391	633	9,887	3,141	2,881	729	2,744	18,356	459	6,778
Nevada	2,245	135	330	10	710		242	138	167	1,155	110	1,425
New Hampshire	4,570	545	1,419	316	7,326	18	574	314	968	5,593	268	4,743
New Jersey	30,130	10,781	23,660	639	16,700	28	7,424		7,017	54,363	1,880	17,536
New Mexico	3,897	1,690	4,930	206	2,001	2,665	2,137	6	1,853	9,397	425	2,081
New York	112,560	36,590	72,385	2,705	268,048	144	16,349	20	19,482	128,406	3,440	43,292
North Carolina	34,431	8,078	20,946	1,976	5,727	131	6,175	1,654	4,384	31,675	1,309	11,919
North Dakota	8,468	2,000	5,827	133	4,119	2,379	2,988	1,920	2,106	7,763	490	2,370
Ohio	120,925	10,279	29,052	3,937	119,761	192	12,183	1,405	8,156	122,657	1,060	18,827
Oklahoma	69,250	17,317	39,715	2,156	14,000	1,079	7,889	4,818	3,632	38,240	1,785	7,089
Oregon	20,741	1,863	4,174	457	7,831	47	2,080	433	1,100	10,014	557	4,988
Pennsylvania	80,495	29,811	69,323	12,449	319,065	154	16,995	903	12,029	120,137	4,006	35,993
Rhode Island	6,640	1,155	3,115	55	11,800	4	1,220		1,549	9,950	335	5,187
South Carolina	23,430	4,392	12,908	878	2,357	100	4,586	291	5,732	28,883	1,878	7,601
South Dakota	13,878	1,687	3,809	226	4,295	11,024	2,695	4,279	2,959	10,008	723	2,001
Tennessee	37,178	9,798	26,033	1,611	4,300	48	6,680	5,863	7,050	29,139	940	13,252
Texas	120,520	112	235		12,141	1,629	14,040	3,464	12,850	66,630	3,713	19,365
Utah	13,759	3,291	7,900	216	6,717	102	1,142		1,379	7,548	646	1,963
Vermont	5,595	464	1,358	157	2,456	10	428		424	3,209	461	1,271
Virginia	15,280	1,345	4,367	894	8,053	39	5,881		4,637	17,123	2,751	17,871
Washington	38,977	4,801	10,896	1,016	17,690	76	3,965	3,222	2,348	21,906	1,125	13,211
West Virginia	17,796	7,314	20,657	815	10,728	40	4,236	2,485	5,371	28,210	241	6,542
Wisconsin	48,137	11,711	26,993	1,998	49,739	312	5,683		6,278	43,425	599	10,171
Wyoming	3,237	700	1,736	156	1,189	291	608		523	2,411	400	2,969

¹ See footnotes on table 2.

² Includes 2 persons not distributed by States.

³ Estimated.

STATISTICS FOR URBAN AREAS

Public and Private Aid in 116 Urban Areas

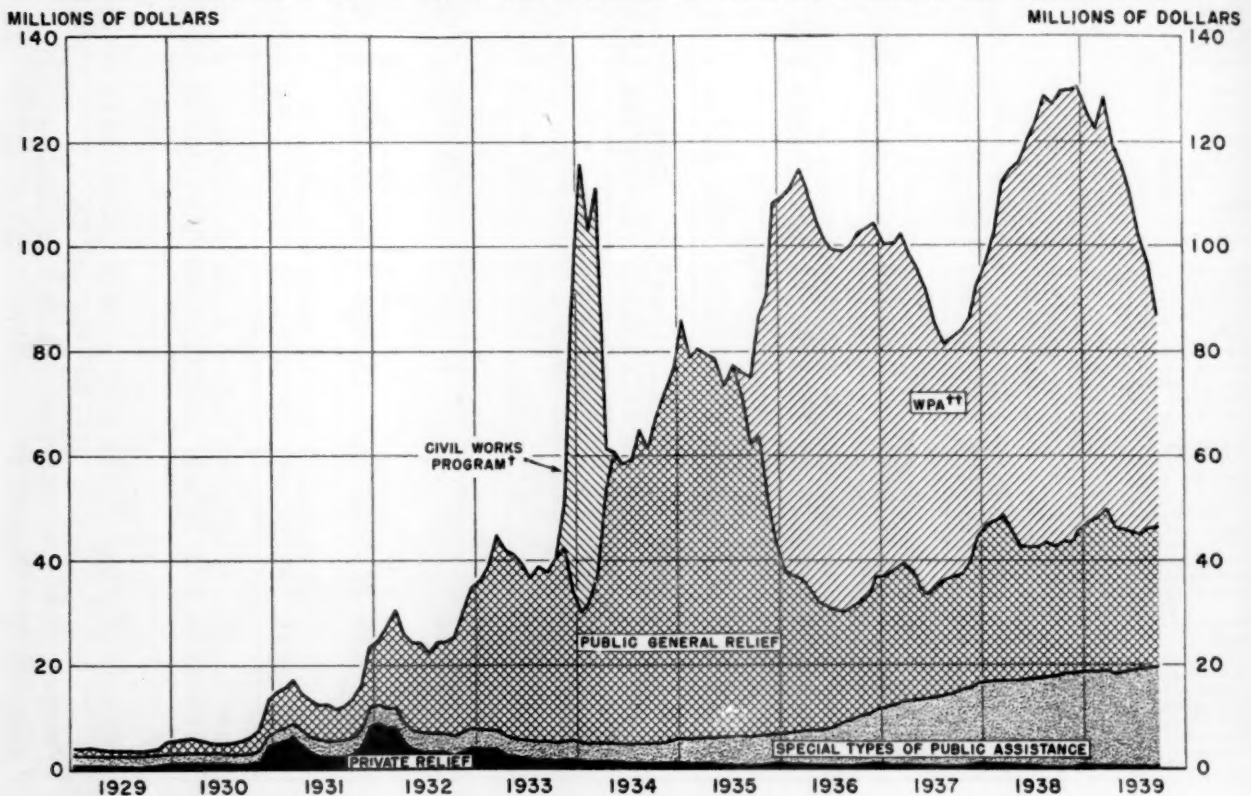
Disbursements totaling \$86.8 million were made in September in 116 urban areas for payments to recipients of the special types of public assistance, public general relief, and private assistance, and for earnings of persons employed on projects operated by the Work Projects Administration. All costs of administering the programs and of materials, equipment, and supplies incident to the operation of work projects are excluded from this aggregate amount. Data are not available for the urban areas on earnings of persons employed on WPA-financed projects operated by other Federal agencies or other Federal work and construction projects, earnings of persons enrolled in the Civilian Conservation Corps, or earnings under the program of the National Youth Administration.

From August to September total payments for

public and private assistance and WPA earnings decreased \$10.1 million or 10.4 percent. This decline was attributable to a continuation of the downward movement in the total amount of earnings on WPA-operated projects. In September such earnings dropped to \$40.4 million—20.3 percent below the August level. For the individual areas, WPA earnings were affected by new wage schedules effective September 1. Obligations incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind totaled \$18.9 million, a rise of 0.6 percent from the previous month. Total expenditures for general relief by public agencies increased very slightly in September and amounted to \$26.7 million. The amount expended for assistance by private agencies was 5.1 percent larger than in August.

Earnings on WPA-operated projects represented 46.5 percent of total payments in September, as

Chart I.—Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration and under the Civil Works Program in 116 urban areas, January 1929–September 1939



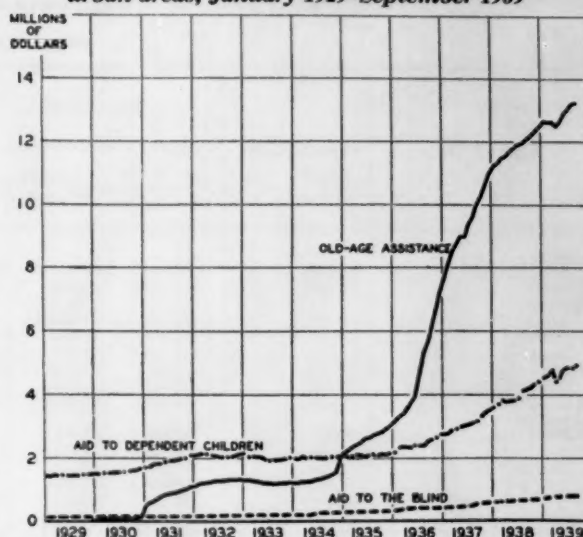
† Earnings of all persons employed under the Civil Works Program, including the administrative staff.

†† Earnings on projects operated by the Work Projects Administration within the areas.

compared with 52.3 percent in August. In September general relief payments by public agencies accounted for 30.8 percent of the total, and obligations incurred for the special types of public assistance for 21.7 percent. Payments for these types of aid comprised 27.5 and 19.4 percent, respectively, of the total for August. Private assistance represented about 1 percent of aggregate payments in both months.

Total payments in September of this year can be compared with the total a year earlier for only 105 of the 116 urban areas, because WPA earnings for 11 areas represent the amount earned on projects operated within the county in September 1938 and within the city in September 1939. In the 105 areas for which comparable data are available, the total expended for assistance and WPA earnings in September 1939 was 31.1 percent below the total for the same month of 1938. A marked decrease of 51.3 percent in aggregate WPA earnings was responsible for this decline. Payments for the special types of public assistance totaled 11.2 percent more in September 1939 and expendi-

Chart II.—Special types of public assistance in 116 urban areas, January 1929–September 1939



tures for general relief by public agencies were 7.5 percent larger. Disbursements for private assistance were slightly above the level a year ago.

Table 1.—Recipients of public and private assistance, amount of assistance, and earnings of persons employed on projects operated by the Work Projects Administration in 116 urban areas, September 1939

[Corrected to Nov. 20, 1939]

Type of agency	Number of cases ¹	Amount ²	Percentage change from—				Percentage distribution of amount		
			August 1939 in—		September 1938 ³ in—		September 1939	August 1939	September 1938 ³
			Number of cases	Amount	Number of cases	Amount			
Total.....	(4)	\$ 86,758,047		-10.4		-31.1	100.0	100.0	100.0
Public agencies.....	(4)	\$ 85,931,516		-10.5		-31.3	99.0	99.2	99.4
Agencies administering:									
General relief ⁷	1,004,785	20,687,344	+4.4	+1	+13.4	+7.5	30.8	27.5	19.4
Special types of assistance ⁸	693,932	18,874,411	+7	+6	+10.4	+11.2	21.7	19.4	13.6
Old-age assistance.....	550,415	13,215,278	+8	+5	+9.0	+9.2	15.2	13.6	9.7
Aid to dependent children ⁹	120,490	4,926,627	+3	+9	+18.5	+17.8	5.7	5.0	3.3
Aid to the blind ⁹	23,027	732,506	+2	+4	+6.5	+6.1	.8	.8	.6
Work Projects Administration ⁹	(10)	40,360,761	(10)	-20.3	(10)	-51.3	46.5	52.3	66.4
Private agencies ¹¹	(4)	\$ 826,531		+5.1		+2.2	1.0	.8	.6
Nonsectarian agencies.....	10,889	329,280	+1.9	-.8	+.8	+1.5	.4	.3	.3
Jewish agencies.....	6,016	150,559	-.8	+.3	-2.4	-5.4	.2	.2	.1
Catholic agencies.....	9,310	174,988	+4.5	+1.6	-1.3	-1.5	.2	.2	.1
Salvation Army.....	5,334	43,499	-28.0	+12.3	+8.0	+50.7	.1	(12)	(12)
Other private agencies.....	7,578	128,196	+21.4	+37.6	-6.4	+7.8	.1	.1	.1

¹ Incomplete, since some agencies reporting amount of assistance did not report number of cases aided.

² Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care.

³ Based on data for 105 areas. Comparable data are not available for 11 areas because WPA earnings relate to county in September 1938 and to city in September 1939.

⁴ Total number of cases aided by public and/or private agencies cannot be obtained by adding figures shown, since an unknown number of cases received assistance from more than 1 agency.

⁵ Includes estimates amounting to \$121,634.

⁶ Public agencies administered \$10,170 of private funds while private agencies administered \$637 of public funds, so that total amounts contributed from public and private sources, respectively, were \$85,941,049 and \$816,998.

⁷ Includes direct and work relief and statutory aid to veterans administered on basis of need.

⁸ Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

⁹ Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

¹⁰ Figures not available.

¹¹ Includes direct and work relief and aid to veterans.

¹² Less than 0.1 percent.

Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban areas, September 1939

[Corrected to Nov. 20, 1939]

State and city	Area included	Total ¹	Public funds						Private funds ²	Percentage change in total from—	
			Total	General relief ³	Old-age assistance	Aid to dependent children ⁴	Aid to the blind ⁵	WPA earnings ⁶		August 1939	September 1938
Alabama:											
Birmingham	County	\$478,184	\$478,061	\$4,782	\$16,037	\$12,313	\$551	\$444,378	\$123	+40.2	-31.4
Mobile	do	104,701	104,368	1,057	8,578	2,184	195	92,354	333	+49.3	-36.5
California:											
Los Angeles	do	5,488,938	5,466,682	1,608,259	1,750,249	204,899	154,606	1,658,669	22,256	-5	-5
Oakland	do	1,184,970	1,182,237	299,169	257,741	48,564	23,304	553,459	2,733	-8.5	-16.2
Sacramento	do	249,418	248,019	41,136	107,241	18,649	7,297	73,696	* 1,399	-9.3	-6.8
San Diego	do	607,881	607,009	165,801	219,882	22,462	11,754	187,110	872	-3.3	-10.6
San Francisco	do	1,484,376	1,471,128	443,725	327,788	50,216	23,828	625,571	13,248	-10.3	-18.2
Colorado: Denver	do	628,373	625,421	71,829	304,108	46,918	3,526	199,040	2,952	-7.2	-19.2
Connecticut:											
Bridgeport	City	210,088	207,323	62,802	31,329	5,914	469	106,809	2,765	+1.1	(?)
Hartford	do	230,529	216,191	62,389	50,327	6,615	792	96,068	* 14,338	-5.6	-25.4
New Britain	do	86,632	86,160	14,419	11,668	2,447	199	57,427	472	-3	-33.6
New Haven	do	270,567	266,395	75,714	49,220	7,216	914	133,331	4,172	+3.5	(?)
Delaware: Wilmington	County	152,244	149,617	28,570	17,539	10,077		93,431	2,627	-9.5	-26.7
District of Columbia: Washington	City	621,910	607,800	39,025	81,635	34,957	5,377	446,806	* 14,110	-8.0	-28.3
Florida:											
Jacksonville	County	334,387	333,589	5,991	45,020	8,182	2,757	271,639	798	-9	-10.7
Miami	do	148,580	143,910	6,470	35,006	10,297	1,898	90,239	4,670	-6.8	-9.3
Georgia: Atlanta	do	492,621	486,521	10,578	16,124	15,572	1,546	442,701	6,100	-4.0	-36.7
Illinois:											
Chicago	do	7,291,725	7,216,939	2,265,152	1,103,832	79,806	73,342	3,694,807	74,786	-13.0	-37.5
Springfield	do	243,557	241,804	38,630	40,174	1,558	3,557	157,885	1,753	-9.0	-8.3
Indiana:											
Evansville	do	325,478	324,854	56,826	41,386	21,772	1,660	203,210	624	+10.7	-18.5
Fort Wayne	do	227,149	225,137	20,761	40,152	21,391	1,361	132,472	2,012	+6.0	-29.7
Indianapolis	do	790,200	783,063	126,764	135,358	73,889	6,397	440,655	7,197	-14.0	-35.1
South Bend	do	259,992	259,708	49,653	38,176	20,170	949	150,760	284	-15.6	-35.7
Terre Haute	do	257,986	256,966	38,277	52,017	17,324	2,061	147,287	1,020	-10.7	-38.4
Iowa:											
Des Moines	do	415,247	414,097	60,990	87,744	4,083	4,945	256,335	1,150	-7.4	-28.0
Sioux City	do	178,834	178,316	61,490	41,470	4,248	1,646	69,462	518	-9.5	-11.8
Kansas:											
Kansas City	do	205,019	204,657	18,510	25,301	12,375	1,332	147,139	* 362	-15.7	-44.1
Topeka	do	95,444	95,142	9,247	16,069	7,423	896	61,507	1,302	-10.5	-25.0
Wichita	do	180,394	179,662	52,153	38,201	16,712	1,688	70,878	732	-4.2	-18.1
Kentucky: Louisville	do	248,964	243,882	* 18,059	33,219	7,789		184,815	** 5,082	-13.1	-41.4
Louisiana:											
New Orleans	Parish	764,500	754,736	32,056	63,362	83,559	4,628	571,131	* 9,764	-23.0	-34.3
Shreveport	do	48,889	48,780	7,071	13,741	12,741	460	14,767	109	-9.0	+32.2
Maine: Portland	City	84,432	83,676	18,186	16,740	4,248	1,245	43,257	756	+3.4	(?)
Maryland: Baltimore	do	680,590	665,296	170,125	154,618	143,858	9,011	187,684	15,294	-5.0	-17.8
Massachusetts:											
Boston	do	2,254,969	2,181,109	477,608	403,731	214,235	8,054	1,077,481	73,760	-10.3	-22.7
Brockton	do	195,049	191,224	37,721	56,712	9,503	447	86,841	3,825	-4	-14.3
Cambridge	do	245,689	242,981	76,817	43,152	20,984	998	101,030	2,708	-25.1	-11.3
Fall River	do	257,705	257,572	52,238	56,471	11,612	963	136,298	133	-1.8	-33.8
Lawrence	do	148,460	147,412	24,356	45,070	4,881	555	72,550	1,048	-28.7	-36.3
Lowell	do	286,726	285,239	63,837	65,580	16,850	723	138,249	1,487	-27.8	-33.5
Lynn	do	237,840	234,943	57,709	72,649	10,788	686	93,111	* 2,897	-3.5	-23.3
Malden	do	107,019	107,009	40,590	29,914	6,093	285	30,157	10	-20.8	-32.9
New Bedford	do	268,140	266,980	60,417	77,965	10,662	881	116,855	1,160	-4.0	-17.4
Newton	do	81,726	80,055	31,696	18,024	8,358	122	22,055	1,671	-18.9	-25.4
Springfield	do	307,873	305,139	96,803	77,864	22,723	852	106,897	* 2,734	-10.4	-22.1
Worcester	do	427,783	424,288	147,597	90,000	26,291	786	159,614	3,495	-8.3	-10.1
Michigan:											
Detroit	County	3,404,458	3,387,497	813,233	259,853	363,747	5,274	1,945,390	* 16,961	-18.5	-49.6
Flint	do	394,878	394,681	52,360	57,274	21,327	511	263,209	197	+5.1	-53.9
Grand Rapids	do	449,262	448,636	49,922	107,814	27,185	1,093	262,622	626	-16.8	-44.7
Pontiac	do	266,789	266,603	36,232	50,415	26,517	608	152,831	186	-14.3	-55.2
Saginaw	do	158,177	156,202	20,969	30,667	14,534	379	89,633	1,975	-10.0	-43.5
Minnesota:											
Duluth	do	596,957	592,548	180,932	112,449	34,584	2,375	262,208	4,409	-16.1	-29.1
Minneapolis	do	1,256,645	1,249,421	379,662	305,538	52,599	4,681	506,941	7,224	-14.7	-31.4
St. Paul	do	630,541	625,352	222,366	117,974	24,231	2,375	258,386	5,189	-13.2	-34.1
Missouri:											
Kansas City	do	766,703	755,976	* 57,828	161,673	10,454	* 10,675	515,346	** 10,727	-2.5	-30.2
St. Louis	City and county	1,371,823	1,350,493	123,035	213,385	35,133	* 17,175	961,765	21,330	-13.1	-44.5
Nebraska: Omaha	County	460,090	453,129	7,427	73,797	36,678	2,435	332,792	* 6,961	-9.6	-38.4
New Jersey:											
Jersey City	City	368,199	367,763	170,308	27,412	25,152	1,131	143,790	436	-28.6	(?)
Newark	do	1,100,592	1,097,996	470,000	59,453	61,423	2,194	504,926	2,596	-15.5	(?)
Trenton	do	163,843	162,249	60,246	17,370	13,107	655	70,871	1,594	-12.1	(?)

See footnotes at end of table.

Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban areas, September 1939—Continued

[Corrected to Nov. 20, 1939]

State and city	Area included	Total ¹	Public funds						Private funds ²	Percentage change in total from—	
			Total	General relief ³	Old-age assistance	Aid to dependent children ⁴	Aid to the blind ⁵	WPA earnings ⁶		August 1939	September 1938
New York:											
Albany	City	\$146,691	\$144,895	\$35,438	\$15,523	\$4,300	\$690	\$88,894	\$1,706	+1.0	(⁷)
Buffalo	County	1,336,650	1,324,611	767,744	87,667	71,472	2,779	394,949	12,089	+3.0	-18.8
New Rochelle	City	91,388	91,030	62,645	10,837	9,104	29	8,415	358	-4.9	-11.2
New York	do	15,714,916	15,525,490	6,258,180	1,344,803	1,278,702	41,223	6,602,552	\$189,455	-15.0	-29.4
Niagara Falls	do	90,067	89,469	46,876	8,329	6,762	144	27,358	598	-3.5	(⁷)
Rochester	do	626,391	624,342	378,792	105,238	43,552	2,331	94,429	2,049	+1.3	(⁷)
Syracuse	County	452,792	449,785	235,055	65,161	20,833	943	127,793	3,007	+2.4	-20.8
Utica	City	151,787	149,321	56,717	34,815	13,552	390	43,847	2,466	+7.7	(⁷)
Yonkers	do	226,894	225,871	117,719	20,048	19,695	398	68,011	1,023	-20.8	-34.4
North Carolina:											
Asheville	County	112,512	112,512	3,168	12,429	4,497	928	91,490	622	-3.8	-25.2
Charlotte	do	85,696	85,074	4,951	17,330	6,318	1,435	55,040	58	+8.6	-9.0
Greensboro	do	80,641	80,583	1,991	16,100	6,685	1,292	54,515	58	(¹⁰)	-16.4
Winston-Salem	do	103,178	97,643	7,247	14,020	5,514	927	69,935	5,535	-3.6	-9.9
Ohio:											
Akron	do	824,982	822,194	166,002	79,556	13,361	1,795	561,480	2,788	+2.6	-44.6
Canton	do	381,898	381,852	62,570	83,836	13,268	2,001	220,197	46	-5.8	-46.6
Cincinnati	do	1,035,666	1,022,351	234,625	195,981	29,434	5,392	556,919	13,315	-2.3	-30.7
Cleveland	do	3,111,246	3,056,327	776,315	234,905	108,934	8,117	1,928,056	54,919	-6.1	-46.1
Columbus	do	725,714	724,293	137,910	161,330	16,886	6,142	402,023	1,421	-2.0	-28.8
Dayton	do	514,737	513,327	127,108	116,381	13,365	2,503	253,880	1,500	-3.0	-36.8
Springfield	do	142,467	142,467	8,886	55,869	4,132	1,363	72,217	469	-7.8	-44.7
Toledo	do	862,478	862,009	122,362	128,434	14,995	4,352	591,866	828	-11.1	-50.4
Youngstown	do	341,767	340,939	59,092	50,079	10,505	3,183	218,090	828	-10.9	-53.8
Oklahoma: Tulsa	do	200,976	193,142	10,203	83,852	16,483	2,490	80,105	7,334	-4	-27.6
Oregon: Portland	do	520,911	519,213	70,059	171,580	21,966	5,077	250,561	1,698	-12.6	-29.4
Pennsylvania:											
Allentown	do	180,696	179,888	53,874	20,553	9,291	5,408	90,762	808	-21.2	-49.2
Altoona	do	280,526	280,421	124,646	30,287	18,039	6,204	101,245	105	-8.6	-35.1
Bethlehem	do	202,183	200,873	47,964	20,713	11,381	5,516	115,299	1,310	-17.2	-44.9
Chester	do	242,041	240,453	62,100	31,057	16,408	7,074	123,814	1,588	-11.0	-38.6
Erie	do	318,804	318,775	117,615	44,407	16,862	7,858	132,033	29	-12.0	-35.0
Johnstown	do	468,080	467,940	145,104	36,212	29,798	7,349	249,477	140	-7.2	-24.0
Philadelphia	do	3,905,928	3,865,655	2,378,368	354,828	321,866	70,747	739,484	\$40,273	-20.0	-18.2
Pittsburgh	do	3,207,125	3,185,640	1,692,743	229,641	167,180	37,494	1,058,582	\$21,485	+1.6	-28.7
Reading	do	316,598	315,389	145,698	35,960	11,101	8,880	113,730	\$1,209	-23.5	-36.8
Scranton	do	851,298	848,250	526,745	51,257	37,752	10,522	221,974	\$3,048	-4.0	-35.5
Wilkes-Barre	do	1,096,238	1,094,822	665,101	52,744	43,778	13,796	319,403	1,416	-6.1	-37.8
Rhode Island: Providence	City	395,325	389,730	140,809	57,391	20,270	391	170,869	5,595	-10.7	(⁷)
South Carolina: Charleston	County	144,362	144,002	2,732	12,132	5,585	768	122,785	360	-9.7	-30.5
Tennessee:											
Knoxville	do	105,351	105,139	3,782	17,284	15,453	728	67,892	212	-25.1	-39.2
Memphis	do	332,712	329,980	23,401	50,982	19,406	3,106	233,085	2,732	+4.1	+18.5
Nashville	do	189,632	188,708	1,941	39,584	16,886	2,299	128,598	924	-4.3	-7.9
Texas:											
Dallas	do	269,401	265,400	13,277	94,701	825	-----	186,687	3,911	-3.4	-19.7
El Paso	do	75,413	74,928	125	13,278	-----	-----	61,525	485	+3.9	-13.4
Fort Worth	do	303,638	303,276	14,094	74,532	-----	-----	214,650	362	+1.4	-19.4
Houston	do	286,293	282,742	21,820	82,903	-----	-----	178,019	3,551	-14.8	-22.2
San Antonio	do	269,877	265,177	-----	73,944	-----	-----	191,233	4,700	-10.3	-14.6
Utah: Salt Lake City	do	388,523	386,612	99,558	99,294	43,527	1,396	142,837	\$1,911	-8.4	-7.8
Virginia:											
Norfolk	City	71,991	71,261	6,596	9,056	1,453	798	53,358	730	-8.0	-11.1
Richmond	do	125,607	119,207	20,643	11,035	1,357	903	85,269	\$6,400	-15.9	-14.9
Roanoke	do	20,533	20,533	1,915	3,990	766	337	13,525	-----	-16.2	-38.1
Washington:											
Seattle	County	744,721	739,524	137,788	235,888	31,141	7,987	326,720	5,197	-9.5	-37.8
Tacoma	do	378,143	378,143	34,424	101,358	17,834	2,701	221,826	-----	-10.0	-34.5
West Virginia: Huntington	do	136,114	135,499	3,976	9,838	5,175	650	115,860	615	-11.2	-37.9
Wisconsin:											
Kenosha	do	158,191	157,950	35,042	24,618	17,584	1,510	79,196	241	-27.7	-47.9
Madison	do	226,313	225,816	30,499	47,813	23,984	980	122,540	497	-10.5	-18.5
Milwaukee	do	1,696,540	1,686,041	448,928	203,494	96,728	9,193	925,698	10,499	-15.8	-31.5
Racine	do	175,710	174,922	47,919	27,153	18,743	864	80,243	788	-16.7	-28.9

¹ Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care.

² Includes direct and work relief and statutory aid to veterans administered on basis of need.

³ Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

⁴ Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for these

areas for earnings of persons employed on projects other than those operated by the WPA.

⁵ Includes direct and work relief and aid to veterans.

⁶ Includes estimate.

⁷ Comparable data not available because WPA earnings relate to county in September 1938 and to city in September 1939.

⁸ Relates to city.

⁹ Estimated.

¹⁰ Less than 0.1 percent.

¹¹ Incomplete, since figures are not obtainable for 1 relief program.

General Relief Operations of Public Agencies in Selected Large Cities, October 1939

Reports on general relief operations during October were received from 19 cities, which include all cities in the United States with populations of 400,000 or more in 1930 and Rochester, New York, which is smaller.

Cases Aided and Amount of Relief

During October an aggregate of 645,000 cases was aided in the 19 cities, with an expenditure for general relief of slightly less than \$19.5 million. Two percent fewer cases were aided than in the previous month, while expenditures for relief increased less than 1 percent.

Ten cities reported fewer cases receiving relief than in September, as shown in table 3. The decreases amounted to 13 percent in Newark and Pittsburgh but to less than 6 percent in the other cities. Increases in all instances were less than 6 percent.

Expenditures for relief were greater in October in 10 cities. The increases amounted to 14, 19, and 23 percent in Detroit, Rochester, and Milwaukee, respectively, but were less than 7 percent in the other cities. In Pittsburgh expenditures

decreased 17 percent; in the remaining 8 cities the decreases were no more than 6 percent.

Data were available for 15 cities on which average amounts per family case and per single-person case could be computed. These averages do not necessarily reflect the relative adequacy of relief in the various cities, since many factors affect their comparability. In Chicago, for instance, payments in October were limited to 65 percent of the standard budget because of shortage of relief funds. The highest average amount per family case was \$48.80, in Rochester; the smallest, \$23.73, in New Orleans. Only 3 cities averaged less than \$25 per family case. Average amounts per single-person case ranged from \$26.26 in New York to \$8.62 in St. Louis, with averages amounting to less than \$15 only in Milwaukee and St. Louis.

General Relief in Addition to Other Types of Income

The extent to which the relief load consisted of cases receiving general relief in addition to specified types of income is shown in table 4. In 15 and 13 percent of the cases in Milwaukee and Minneapolis, respectively, general relief supplemented WPA earnings. Twenty-one percent of the cases in Newark and 13 percent in Rochester

Table 3.—Number of cases receiving general relief, amount of relief, and average amount per family and single-person case in selected cities, October 1939

City	Number of cases receiving relief	Amount of relief ¹	Average amount		Percentage change from September 1939 in—	
			Per family case	Per single-person case	Number of cases	Amount of relief
Baltimore.....	6,896	\$168,623	(²)	(²)	-1.7	+2.7
Boston.....	17,495	426,538	\$28.60	\$17.50	-2.9	-5
Buffalo.....	18,550	656,617	40.73	19.10	-1.7	+2.4
Chicago.....	99,638	2,307,710	(²)	(²)	-5.8	+1.9
Cincinnati.....	8,993	200,082	23.77	17.23	+9	-1.1
Cleveland.....	28,060	629,813	27.83	15.10	+4	-3.1
Detroit.....	21,922	799,607	39.99	22.92	+5.9	+14.0
District of Columbia ³	1,600	41,956	31.22	19.08	+4.7	+6.5
Los Angeles ⁴	56,081	1,760,209	40.06	16.54	+1.3	+3.7
Milwaukee ⁵	23,231	583,554	31.68	10.13	-2.1	+22.7
Minneapolis.....	13,481	356,227	30.81	18.44	+9	-3
Newark.....	13,879	422,677	35.39	20.31	-13.4	-3.5
New Orleans ⁶	1,739	31,592	23.73	15.21	+1	-1.4
New York.....	170,019	6,395,129	44.11	26.26	+2.6	+2.2
Philadelphia.....	78,084	2,231,519	(²)	(²)	-2.9	-6.0
Pittsburgh ⁷	53,266	1,396,499	(²)	(²)	-12.9	-17.3
Rochester.....	9,372	405,088	48.80	19.03	+7	+18.6
St. Louis.....	6,138	109,858	24.30	8.62	-2.9	-3.8
San Francisco ⁸	16,754	460,150	42.67	19.26	-6	+6.0

¹ Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of special programs, hospitalization, and burials.

² Not available.

³ Based on data estimated by city.

⁴ Includes cases receiving aid from special departments: Transportation Service, 660 cases, \$12,528; Children's and Minors' Service, 2,388 cases, \$56,330; Nursing Home Service, number of cases not available, \$1,343; and Shelter Division, 2,066 cases, \$12,958.

⁵ Accepts only unemployable cases.

⁶ Includes figures for entire county in which city is located.

⁷ Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

⁸ Includes \$21,939 which covered cost of operating a commissary.

⁹ Includes duplications, since in some cases relief was granted more than once during month.

Table 4.—General relief cases in households receiving other types of income or assistance in selected cities, October 1939

City	Number of cases receiving relief	Percent of general relief cases in households receiving 1—				
		Unemployment benefits	Earnings from regular employment	WPA earnings	Old-age assistance	Aid to dependent children
Baltimore.....	6,896	0.2	0.4	—	1.5	30.9
Buffalo.....	18,550	.5	8.3	8.4	2.6	1.2
Chicago.....	99,638	(²)	(²)	.2	2.3	.1
Cincinnati.....	8,993	.2	4.1	.9	3.1	.2
Cleveland.....	28,060	.3	4.5	6.3	.3	(²)
Detroit.....	21,922	.7	5.7	6.3	2.9	—
District of Columbia ³	1,600	—	—	—	5.3	—
Los Angeles ⁴	749,849	(²)	(²)	2.7	(²)	(²)
Milwaukee ⁵	23,231	.3	4.9	15.2	1.4	.2
Minneapolis.....	13,481	.1	2.3	12.7	5.0	4.2
Newark.....	13,879	.9	20.8	3.5	—	—
New Orleans ⁶	1,739	—	—	2.9	1.4	.7
New York.....	170,019	.3	(²)	3.7	2.9	1.7
Philadelphia.....	78,084	.5	(²)	1.8	(²)	(²)
Pittsburgh ⁷	53,266	.8	(²)	3.8	(²)	(²)
Rochester.....	9,372	.6	12.6	7.3	5.2	2.7
San Francisco ⁸	14,455	(²)	(²)	4.7	(²)	(²)

¹ Figures on number of general relief cases which also received aid to the blind are available for 8 cities. Such cases amount to 0.6 percent of cases receiving relief in the District of Columbia; 0.2 percent in Buffalo, Cincinnati, and Rochester; 0.1 percent in Baltimore, Milwaukee, and New Orleans; and less than 0.1 percent in Cleveland.

² Not available.

³ Less than 0.1 percent.

⁴ Accepts only unemployable cases.

⁵ Includes figures for entire county in which city is located.

⁶ Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

⁷ Cases open on last day of month.

⁸ Based on cases open on last day of month.

were receiving general relief to supplement insufficient earnings from regular employment. In the 12 cities reporting the number of cases receiving general relief in addition to unemployment benefits, such cases amounted to less than 1 percent of the relief load. In 31 percent of the cases in Baltimore, where a legal restriction limits the amount which may be granted a family for aid to dependent children, general relief supplemented such assistance.

Case Turn-Over

Only 4 cities opened more cases and 11 cities closed more cases in October than in September. In New Orleans, where few cases were opened in either month, the openings increased 33 percent. Increases in the District of Columbia and St. Louis were 25 and 12 percent, respectively, and in Chicago, 4 percent. Decreases in the number of openings amounted to 50 percent in Pittsburgh, 49 percent in Cleveland, and between 20 and 36 percent in 7 cities. More than twice as many cases were closed in Cleveland and Detroit as in September.

In Milwaukee 7 percent of the October openings had never before received relief from the agency, and in Baltimore 62 percent of the openings were new cases. In the other cities (except New Orleans, where 42 of the 52 openings were previously unknown to the agency) new cases constituted between 10 and 25 percent of the total openings.

Accession and separation rates for October are shown in tables 5 and 6. These rates represent the number of openings and the number of closings as a percent of the average number of cases open at the beginning and end of the month. Accession rates ranged from 3 in New Orleans to 24 in San Francisco; separation rates ranged from 4 in New Orleans to 29 in Detroit. Turn-over was comparatively high in Milwaukee and San Francisco, where both accession and separation rates were above 20. In Buffalo, Cleveland, New Orleans, Rochester, and St. Louis both rates were below 10.

Effect of WPA Employment on Case Load

Transfer to and from the WPA resulted in net decreases in case load in 15 of the cities not limiting relief to unemployable cases. Relatively large decreases in case load because closings on acceptance for WPA employment exceeded openings on

Table 5.—Reasons for opening general relief cases in selected cities, October 1939

City	Number of cases opened	Accession rate ¹	Percent opened for specified reason			
			Cessation of unemployment benefits	Loss of regular employment	Loss of WPA employment	All other reasons
Baltimore.....	1,249	20.3	0.3	7.1	44.9	47.7
Boston.....	2,286	15.1	.5	24.1	47.1	28.3
Buffalo.....	1,260	6.9	3.6	34.4	19.5	42.5
Chicago.....	7,312	7.0	2.4	16.9	60.7	20.0
Cincinnati.....	1,783	18.5	1.9	9.2	65.3	23.6
Cleveland.....	2,516	8.5	2.3	10.4	64.7	22.6
Detroit.....	3,615	18.2	2.9	16.6	44.6	35.9
District of Columbia ³	239	13.9	—	—	—	100.0
Los Angeles ⁴	9,483	19.2	2.6	28.9	39.3	29.2
Milwaukee ⁵	4,419	22.4	1.0	22.6	32.5	43.9
Minneapolis.....	1,696	(²)	1.1	27.6	40.6	24.7
Newark.....	1,956	15.2	.4	14.7	63.3	21.6
New Orleans ⁶	52	3.0	—	—	—	100.0
New York.....	24,328	16.2	2.2	9.1	67.8	20.9
Philadelphia.....	5,214	7.2	5.4	31.3	33.7	29.6
Pittsburgh ⁷	4,222	8.6	7.1	20.2	48.8	23.9
Rochester.....	674	7.0	1.8	34.0	16.4	47.8
St. Louis.....	235	3.9	—	.4	.4	99.2
San Francisco ⁸	3,546	24.1	(²)	(²)	19.5	(²)

¹ Cases opened as a percent of average number of cases open at beginning and end of month.

² Includes cases opened because of decreased earnings.

³ Accepts only unemployable cases.

⁴ Includes figures for entire county in which city is located.

⁵ Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

⁶ Based on figures partially estimated by agency.

⁷ Not available.

loss of such employment were reported for Detroit, Pittsburgh, and San Francisco. In these cities separation rates of 11 to 17 were accompanied by accession rates of 4 to 8, with a net decrease in case load because of WPA employment amounting to 1,500 in Detroit, 3,500 in Pittsburgh, and 1,900 in San Francisco.

Termination of WPA employment accounted for 60 to 70 percent of the openings in Chicago, Cincinnati, Cleveland, Newark, and New York, and for 30 to 50 percent of the openings in eight other cities. On the other hand, acceptance for WPA employment was the reason for 60 to 75 percent of the closings in Boston, Newark, New York, and San Francisco, and for more than 40 percent of the closings in all cities granting relief to employable cases except Buffalo and St. Louis.

Effect of Regular Employment on Case Load

Accession rates because of loss of employment other than on work projects were as high as 6 only in Los Angeles; separation rates based on cases closed because employment was obtained were 9 in Detroit, 6 in Pittsburgh, but less than 5 in other cities. The number of closings on receipt of regular employment exceeded openings on loss of such employment in all but five cities. The largest relative net decreases for this reason

occurred in Detroit and Pittsburgh. In these cities separation rates of 9 and 6 were accompanied by accession rates of 3 and 2, with resulting net decreases of 1,200 and 2,200 cases, respectively.

Loss of regular employment was the reason for 25 to 35 percent of the openings in Buffalo, Los Angeles, Minneapolis, Philadelphia, and Rochester. Employment accounted for approximately 50 percent of the closings in Buffalo and for 10 to 35 percent of the closings in all other cities accepting employable cases except Baltimore and San Francisco.

Effect of Unemployment Benefits on Case Load

An excess of openings on termination of unemployment benefits over closings on receipt of such benefits resulted in net increases in case load in nine cities. The increases were slight and amounted to as many as 380 cases only in New York. Decreases amounted to 180 in Chicago and less than 15 in other cities accepting employable cases.

Exhaustion of benefit rights accounted for 7 percent of the openings during the month in Pittsburgh but for less than 2 percent of the openings in seven cities. Receipt of unemployment benefits was responsible for no more than 3 percent of the closings in any city.

Table 6.—Reasons for closing general relief cases in selected cities, October 1939

City	Number of cases closed	Separation rate ¹	Percent closed for specified reason						
			Transferral to—			Relief no longer needed			All other reasons
			WPA	Special types of public assistance	Other relief status	Unemployment benefits received	Regular employment obtained	Increased earnings or income	
Baltimore.....	1,043	17.0	57.0	2.5	0.1	0.4	8.1	2.4	29.5
Boston.....	2,349	15.5	² 68.9	4.2	(³)	.7	17.0	(⁴)	(⁵)
Buffalo.....	1,471	8.0	26.1	1.4	1.1	2.0	48.9	12.6	7.9
Chicago.....	11,618	11.1	45.3	1.9	.1	3.0	17.3	4.1	28.3
Cincinnati.....	1,771	18.4	51.0	3.7	1.3	.9	13.8	5.5	23.8
Cleveland.....	2,502	8.5	57.5	2.1	2.2	1.4	21.9	.3	14.6
Detroit.....	5,691	28.7	54.4	1.1	(³)	.7	31.7	3.4	8.7
District of Columbia ⁶	167	9.7	12.0	11.4	1.2	-----	17.9	6.0	51.5
Los Angeles ⁶	8,322	16.9	55.5	.2	1.1	1.6	16.4	1.8	23.4
Milwaukee ⁶	4,490	22.7	44.3	1.2	1.1	.8	16.8	1.7	34.1
Minneapolis.....	1,571	(⁷)	59.2	1.1	(³)	2.0	21.3	(⁴)	(⁵)
Newark.....	2,644	20.5	66.5	(³)	(³)	.6	16.7	(⁴)	(⁵)
New Orleans ⁶	75	4.3	22.7	21.3	6.7	-----	5.3	-----	44.0
New York.....	24,430	16.3	75.1	2.0	.9	.6	10.3	4.0	7.1
Philadelphia.....	10,576	14.6	² 46.0	3.6	(³)	2.6	29.4	5.4	(⁵)
Pittsburgh ⁶	10,531	21.4	² 53.0	1.1	(³)	2.6	29.2	4.0	(⁵)
Rochester.....	824	8.6	42.0	2.2	(³)	1.7	35.2	9.7	(⁵)
St. Louis.....	350	5.8	18.6	12.0	1.1	1.7	12.6	8.9	45.1
San Francisco ⁷	4,121	28.0	61.9	2.2	4.5	1.5	8.3	.8	20.8

¹ Cases closed as a percent of average number of cases open at beginning and end of month.

² Includes cases transferred to the NYA and CCC.

³ Not available.

⁴ Less than 0.1 percent.

⁵ Accepts only unemployable cases.

⁶ Includes figures for entire county in which city is located.

⁷ Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

⁸ Includes cases transferred to the NYA.

OLD-AGE INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

IN COOPERATION WITH

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF OLD-AGE BENEFITS RESEARCH

Employee Accounts Established in Baltimore

As of October 31, a cumulative net total of 46.7 million employee accounts had been established with the Board in Baltimore. The 549,288 new accounts established in October represent an increase of nearly 11 percent over the number established in September. This figure is also the largest for any month since August 1938. The continued rise in employment and the fact that October 31 was the final date for filing tax returns for the third reporting period were mainly responsible for the large number of accounts issued during this month. This increase was probably also caused in part by the inclusion in the amendments of new occupational groups.

In October the Accounting Operations Division resumed the investigation of cases in which more than one account number is held by the same individual. More than 65,000 accounts were voided and canceled during the month as a result of this activity.

Claims for Lump-Sum Payments

October was the second month in which claims activities in the Bureau were concerned solely with claims for lump-sum payments at death. As of October 31, a cumulative total of 257,692 such claims had been received and 246,979 certified. During October 9,059 claims were received and 8,613 certified as compared with 8,916 received and 8,589 certified in September.

The average lump-sum payment of claims at death certified in October was \$93.59 as compared with \$92.36 in September. Average payments in individual States, excluding Nevada in which only one claim was filed, ranged from \$43 in South Carolina to \$117 in New Jersey.

Wage Records

A total of 29.3 million wage items for the second quarter of 1939 and 1.2 million for the third quarter had been received in Baltimore as of October 31. As of the same date, 38.9 million

Table 1.—Employee accounts established in Baltimore, by regions and States in which account numbers were issued, October 1939¹

Region ² and State	Employee accounts established		
	October		Cumulative through October ³
	Total	Net ⁴	
Total.....	614,370	549,288	46,743,365
Region I: Connecticut.....	8,546	7,008	731,807
Maine.....	3,110	2,553	313,236
Massachusetts.....	18,929	14,589	1,828,060
New Hampshire.....	1,720	1,346	198,897
Rhode Island.....	3,719	3,283	324,246
Vermont.....	1,245	1,018	110,722
Region II: New York.....	71,331	55,871	6,204,282
Region III: Delaware.....	1,051	1,040	107,252
New Jersey.....	18,196	17,815	1,708,910
Pennsylvania.....	42,674	42,453	3,844,841
Region IV: District of Columbia.....	3,827	3,376	298,778
Maryland.....	6,111	5,339	659,408
North Carolina.....	17,304	16,110	985,443
Virginia.....	12,379	10,745	759,107
West Virginia.....	7,024	5,637	606,496
Region V: Kentucky.....	9,948	8,766	742,292
Michigan.....	21,822	18,880	2,091,156
Ohio.....	26,546	24,615	2,724,216
Region VI: Illinois.....	46,060	46,063	3,240,349
Indiana.....	13,351	13,348	1,227,764
Wisconsin.....	11,746	11,716	934,420
Region VII: Alabama.....	17,930	17,126	694,299
Florida.....	10,734	9,816	704,176
Georgia.....	19,634	18,005	895,531
Mississippi.....	9,719	9,101	408,685
South Carolina.....	10,373	9,416	523,796
Tennessee.....	14,007	13,218	789,190
Region VIII: Iowa.....	11,005	10,639	612,668
Minnesota.....	8,951	8,437	798,925
Nebraska.....	4,655	4,379	332,877
North Dakota.....	2,037	1,911	117,337
South Dakota.....	1,633	1,500	130,621
Region IX: Arkansas.....	8,859	8,324	385,009
Kansas.....	5,304	4,961	487,493
Missouri.....	20,196	19,054	1,295,526
Oklahoma.....	11,352	10,824	655,178
Region X: Louisiana.....	13,435	11,327	689,337
New Mexico.....	2,525	1,587	131,215
Texas.....	25,113	20,041	2,009,026
Region XI: Arizona.....	1,881	1,530	173,338
Colorado.....	6,275	5,973	372,542
Idaho.....	2,908	2,692	164,017
Montana.....	2,509	2,244	184,171
Utah.....	2,336	2,208	178,130
Wyoming.....	933	829	77,004
Region XII: California.....	36,136	28,774	3,007,391
Nevada.....	496	337	46,269
Oregon.....	6,774	6,209	401,314
Washington.....	8,176	6,711	653,807
Territories: Alaska.....	345	294	23,799
Hawaii.....	1,480	550	189,157

¹ Neither the monthly nor the cumulative total of accounts established should be taken as a measure of the number of persons engaged in employment covered by title II, since account numbers are issued to some persons who are not in such employment.

² Social Security Board administrative regions.

³ Represents total less cancellations and voids plus reinstatements.

Source: Bureau of Old-Age and Survivors Insurance, Accounting Operations Division.

Table 2.—Claims for lump-sum payments at death: Number received in Washington, and number and amount certified by the Social Security Board to the Secretary of the Treasury, by regions and States, October 1939 ¹

Region ² and State	Number of claims		Amount certified	
	Received	Certified	Total	Average
Cumulative through October 1939.....	257,692	246,979	\$14,173,901	\$57.39
Total for October 1939....	9,059	8,613	806,071	93.59
Region I:				
Connecticut.....	127	134	15,040	112.24
Maine.....	50	43	2,814	65.44
Massachusetts.....	370	355	35,996	101.40
New Hampshire.....	44	40	2,945	73.62
Rhode Island.....	69	74	6,556	88.59
Vermont.....	36	19	1,596	83.99
Region II:				
New York.....	1,075	1,025	114,811	111.90
Region III:				
Delaware.....	23	26	2,618	100.71
New Jersey.....	347	351	41,080	117.04
Pennsylvania.....	785	751	77,704	103.47
Region IV:				
District of Columbia.....	41	39	3,716	95.29
Maryland.....	143	142	12,843	90.45
North Carolina.....	206	207	11,916	57.57
Virginia.....	179	162	11,894	73.42
West Virginia.....	122	112	9,217	82.29
Region V:				
Kentucky.....	153	141	9,535	67.62
Michigan.....	331	314	35,550	113.22
Ohio.....	528	513	52,118	101.60
Region VI:				
Illinois.....	761	713	76,182	106.85
Indiana.....	227	237	22,071	93.13
Wisconsin.....	169	182	18,371	100.94
Region VII:				
Alabama.....	178	167	11,145	66.73
Florida.....	133	159	8,289	52.13
Georgia.....	226	220	11,001	50.00
Mississippi.....	80	70	3,121	44.59
South Carolina.....	137	120	5,167	43.06
Tennessee.....	138	155	9,422	60.78
Region VIII:				
Iowa.....	103	85	7,181	84.49
Minnesota.....	120	122	12,206	100.05
Nebraska.....	37	45	4,063	90.29
North Dakota.....	15	12	1,119	93.21
South Dakota.....	20	19	1,326	69.79
Region IX:				
Arkansas.....	79	70	4,696	67.08
Kansas.....	79	71	6,276	88.40
Missouri.....	220	234	21,903	93.60
Oklahoma.....	110	102	7,626	74.76
Region X:				
Louisiana.....	160	129	7,746	60.05
New Mexico.....	16	17	1,306	76.86
Texas.....	338	278	21,276	76.53
Region XI:				
Arizona.....	34	32	2,730	85.31
Colorado.....	72	63	5,075	80.56
Idaho.....	23	17	1,469	86.39
Montana.....	39	36	3,220	89.43
Utah.....	30	28	2,181	77.91
Wyoming.....	21	15	1,172	78.15
Region XII:				
California.....	584	524	56,834	108.46
Nevada.....	5	1	16	16.34
Oregon.....	106	92	9,107	98.98
Washington.....	127	118	12,379	104.91
Territories:				
Alaska.....	3	2	349	174.26
Hawaii.....	21	17	1,097	64.54
Foreign ³	19	12	1,000	83.34

¹ All claims received to date have been for lump-sum payments amounting to 3½ percent of total taxable wages. Lump-sum payments at age 65 were discontinued as of Aug. 10, 1939, by amendment of that date to the Social Security Act.

² Social Security Board administrative regions.

³ Claims received from persons in foreign countries.

Source: Bureau of Old-Age and Survivors Insurance, Administrative Division.

wage items or approximately 66 percent of the total 1939 receipts had been collated with the wage items for the combined first and second quarters of 1939.

During October, 23,437 requests from account-number holders for 1938 statements of earnings were received in Baltimore and raised the cumulative total of 1938 requests to 61,794 as of October 31. In response to these requests, 60,233 statements of earnings had been forwarded. The sharp increase in the number of requests received during October over the previous months was probably due to the increased knowledge of the provision in the amendments that the Board's record of wages is to be considered correct unless disputed within 4 years.

Operations Under the Railroad Retirement Act

Benefit payments under the Railroad Retirement Act increased from \$9.2 million in September to \$9.5 million in October (table 3). These are the total amounts certified to the Secretary of the Treasury for payment of employee annuities, pensions, survivor and death-benefit annuities, and lump-sum death benefits. Retroactive payments on newly certified and recertified claims are included while payments made in previous months and canceled during the current month are deducted. The increase in the total amount was accounted for principally by the increase in employee-annuity payments.

The total amount certified in the first 4 months of the current fiscal year was \$37.0 million, as compared with \$34.4 million for the corresponding months of the previous fiscal year. Total payments from the inception of the retirement system through October were \$231.4 million.

Annuities and Pensions in Force

The total number of annuities and pensions in force increased to 136,400 at the end of October with a total monthly amount payable of \$8.6 million (table 4). This was an increase of 1,072 in number and \$74,000 in amount over the previous month. The net additions were somewhat smaller than in September, because of an increase in the number of deaths reported to the Board and a

decrease in the number of survivor and death-benefit annuities certified during October. Employee annuities continued to increase in relation to total payments, and accounted for 70.0 percent of the total number and 72.9 percent of the total amount in force at the end of October. For pensions the corresponding figures were 28.0 percent and 26.0 percent, respectively. Survivor and death-benefit annuities accounted for the remainder.

Employee Annuities

Applications for employee annuities received in Washington during October totaled 2,080 or 67.1 per calendar day as compared with 2,071 or 69.0 per calendar day in September. New certifications during October numbered 2,061 with the total monthly amount payable, \$127,512 (table 6). The number and amount of new certifications in

October were larger than for any month since May 1939. During the month 576 deaths of employee annuitants were reported to the Board. After adjustments for suspensions, reinstatements of annuities previously suspended, and the settlement of several small annuities by lump-sum payments, there were 95,460 annuities in force at the end of October with monthly payments aggregating \$6.3 million.

Of the 2,061 new certifications during October, 1,531 or 74.3 percent were finally certified with an average actual annuity of \$67.02 per month. Changes in average amount of actual annuity for each type of employee annuity are shown in table 5.

Survivor Payments

During October there were 33 new certifications of survivor annuities aggregating \$1,030 per

Table 3.—Railroad Retirement Board: Total amount of benefit payments certified to the Secretary of the Treasury, by class of payment, by fiscal years, 1936-39, and by months, July 1938-October 1939¹

Fiscal year and month	Total payments	Employee annuities ²	Survivor annuities ³	Death-benefit annuities ⁴	Lump-sum death benefits ⁵	Permanent pensions ⁶
Cumulative through October 1939.....	7 \$231,440,803	\$152,622,659	\$1,473,936	\$1,584,605	\$1,972,109	\$72,603,951
Total, 1936-37.....	4,604,232	4,487,496	47,490	69,245		
Total, 1937-38.....	82,994,286	46,097,991	381,237	625,106	38,954	34,667,453
Total, 1938-39.....	106,841,632	75,158,195	758,748	703,221	1,335,307	28,886,158
1938						
July.....	8,408,325	5,725,976	52,321	64,558	27,539	2,537,929
August.....	8,554,061	5,899,260	61,258	68,040	35,059	2,400,443
September.....	8,545,649	5,906,594	66,114	64,035	37,269	2,471,635
October.....	8,920,443	6,326,128	60,714	51,349	26,483	2,455,768
November.....	8,865,460	6,244,225	51,221	60,567	62,641	2,446,803
December.....	9,021,040	6,383,667	61,021	63,552	83,861	2,428,907
1939						
January.....	8,973,209	6,330,103	59,577	57,248	118,494	2,407,785
February.....	9,159,324	6,476,104	62,570	56,011	182,597	2,382,041
March.....	8,991,519	6,279,671	71,060	34,090	261,416	2,345,281
April.....	9,130,100	6,478,516	63,843	61,861	196,822	2,329,056
May.....	9,181,703	6,588,326	68,080	55,010	164,904	2,305,482
June.....	9,090,791	6,519,620	80,965	66,894	138,286	2,285,023
Total, 1939-40 through October.....	37,000,652	26,878,975	286,459	187,031	597,846	9,060,339
July.....	9,187,060	6,658,238	60,782	58,004	130,438	2,270,585
August.....	9,102,335	6,605,365	72,658	42,901	132,695	2,248,714
September.....	9,209,492	6,654,885	72,701	48,779	124,033	2,306,092
October.....	9,501,774	6,960,486	71,316	37,345	210,679	2,221,947

¹ Figures are total amounts (cents omitted) certified to the Secretary of the Treasury for payments minus cancellations. Figures for any month represent vouchers certified during that month including retroactive payments, minus cancellations reported during the month. For monthly figures for fiscal years 1936-37 and 1937-38, see the *Bulletin*, July 1939, p. 8, table 3.

² Employee annuities include age and disability annuities paid to eligible individuals after retirement, based on average monthly compensation with employers under the act and years of service, including service prior to beginning of system up to total of 30 years, for individuals who meet certain conditions.

³ Payments to the surviving spouse of a deceased employee annuitant who duly elected a reduced annuity during his lifetime in order to provide a lifetime annuity for his spouse after his death.

⁴ Payments under the 1935 act to the surviving spouse or dependent next of kin of a deceased annuitant or of a deceased employee entitled to receive an annuity at time of death, in monthly amounts equal to half the monthly employee annuity, for 12 months.

⁵ Payments under the 1937 act to a designated beneficiary or to the deceased employee's legal representative equal to 4 percent of compensation earned as an employee after Dec. 31, 1936 (excluding compensation in excess of \$300

in any 1 month), less the aggregate amount of any employee or survivor annuities paid or payable.

⁶ Payments to individuals on the pension rolls of employers under the act on both Mar. 1 and July 1, 1937, who were not eligible for employee annuities. Total payments of pensions in any month are frequently less than corresponding monthly amounts payable as indicated by figure for pensions in force (table 4). This difference is due to cancellation of checks because of pensioner deaths reported to the Railroad Retirement Board after voucher for month's payment was sent to the Secretary of the Treasury.

⁷ Total benefit payments on basis of vouchers certified to the Secretary of the Treasury are \$8.6 million more than total on basis of checks drawn by disbursing officer as shown in table 6, p. 98. Amounts are certified to the Secretary of the Treasury and encumbered on books of the Railroad Retirement Board in latter part of month, but checks are not drawn by disbursing officer until first of following month.

⁸ Includes payments, for 3 months before Oct. 1, 1937, of \$1,183,541 made to temporary pensioners who were eligible for employee annuities.

Source: Railroad Retirement Board.

Table 4.—Railroad Retirement Board: Number of annuities and pensions in force and monthly amount payable at end of month, by class of payment, by 6-month intervals, December 1936–June 1938, and by months, July 1938–October 1939¹

Year and month	All annuities and pensions		Employee annuities ²		Survivor annuities		Death-benefit annuities ³		Permanent pensions	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
December 1936.....	1,742	\$108,261	1,732	\$107,918	5	\$171	5	\$171	-----	-----
June 1937.....	7,223	446,614	6,870	433,047	115	4,651	238	8,916	-----	-----
December 1937.....	86,632	5,214,726	39,375	2,489,253	353	14,245	578	21,304	46,326	\$2,689,923
June 1938.....	108,240	6,708,316	62,870	4,097,616	807	31,489	649	24,232	43,914	2,554,978
1938										
July.....	110,713	6,882,878	65,612	4,289,625	897	34,701	649	24,021	43,555	2,534,530
August.....	113,680	7,082,345	68,829	4,504,803	974	37,095	643	23,950	43,234	2,516,496
September.....	116,412	7,260,034	71,706	4,695,265	1,114	41,419	689	25,481	42,903	2,497,867
October.....	118,993	7,426,695	74,543	4,878,648	1,196	43,814	655	23,911	42,599	2,480,319
November.....	121,741	7,595,263	77,445	5,060,257	1,310	47,026	715	25,893	42,271	2,462,085
December.....	123,630	7,717,077	79,624	5,200,252	1,372	48,730	703	25,547	41,931	2,442,546
1939										
January.....	125,107	7,812,654	81,452	5,317,101	1,432	50,546	696	25,222	41,527	2,419,784
February.....	126,791	7,927,129	83,522	5,455,021	1,482	51,990	695	25,103	41,092	2,395,013
March.....	128,445	8,035,087	85,473	5,582,687	1,580	54,887	742	26,816	40,650	2,370,665
April.....	129,779	8,124,472	87,132	5,692,229	1,652	57,150	745	26,909	40,230	2,345,182
May.....	131,032	8,211,567	88,734	5,799,982	1,712	58,978	757	27,006	39,859	2,325,599
June.....	132,239	8,290,476	90,185	5,896,101	1,783	61,239	771	27,364	39,500	2,305,770
July.....	133,272	8,363,866	91,488	5,986,408	1,836	62,853	764	27,095	39,184	2,287,569
August.....	134,134	8,426,897	92,712	6,071,013	1,875	63,914	727	25,705	38,830	2,266,263
September.....	135,328	8,504,443	94,046	6,159,122	1,939	65,633	768	27,079	38,575	2,252,608
October.....	136,400	8,578,701	95,472	6,253,577	1,970	66,637	735	25,764	38,223	2,232,721

¹ Figures based on month in which annuity was first certified, not retroactive to month for which it accrued. Cents omitted for all amounts. For monthly figures for fiscal years 1936–37 and 1937–38, see the *Bulletin*, July 1939, p. 10, table 4.

² Employee annuities include age and disability annuities. In-force figures include, in addition to finally certified annuities, several classes of annuities which are subject to change, principally with respect to annuity amounts, when finally adjudicated. When amount of annuity is increased

by recertification, changed amount is reflected in month of recertification, not retroactively to months for which back payment is made.

³ In a few cases payments are made to more than 1 person on account of the death of a single individual. Such payments are here counted as single items.

Source: Railroad Retirement Board.

Table 5.—Railroad Retirement Board: Number and average actual monthly amount¹ payable on finally certified employee annuities, by type of annuity, through June 1938, and by months, April–October 1939

Period	All annuities		Age annuities				Disability annuities			
	Number	Average actual annuity	65 and over		Under 65		30 years' credited service		Less than 30 years' credited service	
			Number	Average actual annuity	Number	Average actual annuity	Number	Average actual annuity	Number	Average actual annuity
Finally certified annuities: ²										
Cumulative through June 1938.....	53,889	\$69.06	47,431	\$68.30	1,186	\$63.53	4,721	\$81.43	551	\$40.21
Fiscal year 1938–39.....	34,159	66.03	22,389	64.38	1,804	63.34	7,753	80.28	2,213	34.94
Originally certified on final basis:										
Total, April–June 1939.....	4,710	66.22	2,867	65.24	330	61.97	1,135	80.81	378	33.47
April.....	1,665	65.89	958	65.42	130	60.82	431	79.15	146	34.38
May.....	1,619	66.07	980	64.41	123	62.65	395	82.81	130	32.12
June.....	1,426	66.76	929	65.95	77	62.83	318	80.63	102	33.87
Total, July–October 1939.....	5,616	67.84	3,537	67.35	336	64.78	1,328	80.25	415	34.74
July.....	1,343	67.93	841	66.60	76	66.04	337	80.38	89	34.94
August.....	1,403	68.57	881	69.65	75	63.38	324	80.23	123	33.30
September.....	1,339	67.91	776	69.39	87	65.14	371	80.39	105	37.40
October.....	1,531	67.02	1,039	66.72	98	64.55	296	79.95	98	33.53

¹ For each annuity, the "normal annuity" is calculated from the annuity formula (see the *Bulletin*, July 1939, p. 4, footnote 4). For the majority of annuitants the normal annuity is the actual amount payable monthly. For age annuitants under 65 and disability annuitants with less than 30 years' credited service the normal annuity is reduced by 1/180 for each calendar month that the annuitant is under 65 years at time his annuity begins to accrue. If an annuitant elects an annuity for a surviving spouse the actual amount payable to him during his lifetime is reduced so that the combined

actuarial value of the 2 annuities will be the same as the actuarial value of the single-life annuity to which he would otherwise be entitled. Actual average amount payable reflects these 2 types of reductions. (Figures for fiscal year 1938–39 and for individual months are preliminary.)

² Includes annuities originally certified on final basis and recertified on final basis by end of period.

Source: Railroad Retirement Board.

month. With 3 terminations by deaths and adjustments for suspensions and reinstatements, the number in force at the end of the month was 1,970, the total monthly amount payable was \$66,637, and the average amount payable was \$33.83.

New certifications of death-benefit annuities under the 1935 act numbered 65 and aggregated \$2,266 per month. Five such annuities were terminated by death during the month and 94 by the completion of the 12 monthly payments. After adjustments, there were 735 in force at the end of the month, with a total monthly amount payable of \$25,764 and an average of \$35.05. In 166 of these cases the surviving spouse was receiving both a death-benefit annuity and a survivor annuity.

During October ² 1,344 lump-sum death benefits

¹ Information as to number and average amount of payments is available only from certifications counted as of the 20th of each month. The data given here, therefore, do not correspond with the data shown in table 3 as certifications to the Secretary of the Treasury.

Table 6.—Railroad Retirement Board: Applications for employee annuities; number and monthly amount payable of new certifications, terminations by death, and net adjustments; and number in force and amount payable at end of month, by fiscal years, 1936-39, and by months, July 1938-October 1939 ¹

Fiscal year and month ²	Applications received ³	New certifications ⁴		Terminations by death		Net adjustments ⁵		In force at end of period ⁶	
		Number	Amount	Number	Amount	Number	Amount	Number	Amount
Cumulative through October 1939.....	142,501	108,152	\$6,620,788	12,329	\$789,903	-363	\$422,248	95,460	\$6,253,132
Total, 1936-37.....	27,929	7,158	445,285	284	17,414	-4	5,175	6,870	433,047
Total, 1937-38.....	52,895	58,682	3,612,542	2,815	177,693	-151	217,065	62,586	4,084,961
Total, 1938-39.....	28,440	34,813	2,094,809	7,093	456,935	-144	172,397	90,162	5,895,234
1938									
July.....	2,690	3,325	206,144	494	33,216	-27	21,857	65,390	4,279,748
August.....	2,846	3,767	232,647	476	31,902	-27	16,712	68,654	4,497,145
September.....	2,655	3,561	216,745	622	40,357	-22	15,743	71,571	4,689,276
October.....	2,684	3,443	206,961	575	37,105	-7	14,495	74,452	4,873,630
November.....	2,438	3,490	203,046	574	35,910	-3	15,036	77,345	5,055,803
December.....	2,068	2,838	167,137	623	38,820	-10	12,923	79,550	5,197,043
1939									
January.....	2,274	2,498	148,644	645	41,354	-5	10,406	81,398	5,314,830
February.....	2,059	2,716	164,562	642	41,546	1	15,128	83,473	5,452,974
March.....	2,385	2,638	155,852	648	41,033	-32	13,236	85,451	5,581,030
April.....	2,014	2,327	137,817	651	42,202	-7	14,269	87,100	5,690,914
May.....	1,984	2,210	133,077	578	37,078	-26	11,962	88,706	5,798,875
June.....	2,343	2,000	122,172	565	36,348	21	10,534	90,162	5,895,234
Total, 1939-40 through October.....	8,467	7,499	468,150	2,137	137,860	-64	27,608	95,460	6,253,132
July.....	2,006	1,827	114,194	534	34,538	16	10,882	91,471	5,985,772
August.....	2,310	1,858	117,411	591	38,569	-41	5,806	92,697	6,070,420
September.....	2,071	1,753	109,031	436	27,917	17	6,995	94,031	6,158,529
October.....	2,080	2,061	127,512	576	36,835	-56	3,924	95,460	6,253,132

¹ Cents omitted for all amounts. See the *Bulletin*, July 1939, p. 14, table 6, for applications received, and p. 15, table 7, for other items, by months in fiscal years 1936-37 and 1937-38.

² Correction for a claim certified or terminated in error or for an incorrect amount is made in figures for month in which error is discovered and not for month in which error was made. To this extent, number and amount shown for any given month differ slightly from actual monthly activity.

³ 24,770 applications were received prior to July 1, 1938. The difference between total applications and total certifications does not measure the active pending load, since applicants may be declared ineligible, may die prior to certification so that the employee-annuity application is superseded by a survivor claim, or may submit applications prior to retirement. There are a few other minor ways in which claims may be disposed of without certification as an employee annuity.

were certified. All but 77 of these were paid with respect to the death of individuals who had not filed applications for employee annuities. By the end of October the total number of such claims certified was 20,299. The average payment for October was \$141.71 compared with \$134.92 for September and \$95.31 for all payments certified to the end of October.

State Distribution of Annuities and Pensions

Figures on the geographical distribution of annuities and pensions in force are prepared once a year. Table 7 shows the number and monthly amount of annuities and pensions in force as of June 30, 1939, classified by the State to which the first benefit check was mailed. The geographical distribution of survivor and death-benefit annuitants is similar to that for employee annuitants, but the distribution of pensioners differs considerably. The variation in the case of pensioners is

⁴ Excludes temporary annuities to former carrier pensioners, counted as applications and not as certifications until the amounts of their annuities are determined on basis of service records. For this reason, figures in force differ somewhat from those in table 4. For monthly figures on temporary annuities, see the *Bulletin*, July 1939, p. 17, table 9.

⁵ Reinstatements of suspended annuities are added, while terminations for reasons other than death, including suspensions, returns to service, and commuted lump-sum annuity payments, are subtracted. Recertifications of employee annuities result in additions to amount payable but not to number of cases certified. For this reason, amount of adjustment bears no relation to net number of cases reported as adjusted. Net adjustment in amount is always positive, because of preponderant effect of recertifications.

Source: Railroad Retirement Board.

accounted for principally by the lack of uniformity in the eligibility provisions of private pension plans under which pensioners were originally retired and by the fact that some employers under the act did not grant pensions to their employees.

The greatest number of employee annuities and pensions were payable to individuals in Pennsylvania, who constituted 13.7 percent of all

employee annuitants and 16.7 percent of all pensioners. Individuals residing in New York received 7.6 percent of all employee annuities and 8.2 percent of pensions; in Illinois, 7.6 percent of employee annuities and 6.5 percent of pensions; in Ohio, 6.7 percent of employee annuities and 7.0 percent of pensions; and in California, 4.3 percent of employee annuities and 7.2 percent of pensions.

Table 7.—Railroad Retirement Board: Number and monthly amount of annuities and pensions in force as of June 30, 1939, by States ¹

[Preliminary]

State	All annuities and pensions		Employee annuities ²		Pensions		Survivor and death-benefit annuities	
	Number	Monthly amount payable	Number	Monthly amount payable	Number	Monthly amount payable	Number ³	Monthly amount payable
Total.....	132,239	\$8,290,476	90,185	\$5,896,101	39,500	\$2,305,770	2,554	\$88,603
Alabama.....	1,550	88,288	1,288	77,535	217	9,362	45	1,390
Arizona.....	333	22,191	230	17,052	100	5,016	3	122
Arkansas.....	1,137	68,820	860	55,508	244	12,201	33	1,111
California.....	6,855	442,215	3,901	273,252	2,845	165,029	109	3,933
Colorado.....	1,622	104,240	1,058	72,745	539	30,602	25	892
Connecticut.....	969	61,277	587	38,656	358	21,838	24	782
Delaware.....	622	43,522	332	24,135	288	19,328	2	58
District of Columbia.....	421	28,461	284	20,129	129	7,959	8	372
Florida.....	1,549	108,031	943	68,659	584	38,452	22	919
Georgia.....	1,608	99,363	1,260	81,654	299	16,122	49	1,586
Idaho.....	331	21,495	221	14,289	104	6,986	6	219
Illinois.....	9,698	597,820	6,877	443,819	2,583	145,483	238	8,517
Indiana.....	5,444	336,030	3,848	244,522	1,480	87,429	116	4,077
Iowa.....	3,784	235,918	2,800	179,869	869	53,123	85	2,926
Kansas.....	2,965	175,533	2,026	129,073	879	44,424	60	2,035
Kentucky.....	2,651	147,511	2,024	116,548	567	29,178	60	1,784
Louisiana.....	1,051	61,425	753	46,111	275	14,488	23	824
Maine.....	977	52,773	659	39,520	286	12,183	32	1,069
Maryland.....	2,639	169,085	1,629	109,803	978	58,321	32	960
Massachusetts.....	3,104	192,111	2,117	138,121	921	51,625	66	2,363
Michigan.....	3,464	216,064	2,328	150,950	1,058	62,286	78	2,826
Minnesota.....	4,002	241,136	2,699	168,404	1,226	69,874	77	2,796
Mississippi.....	1,041	57,373	730	43,542	295	13,305	16	525
Missouri.....	4,451	274,612	3,175	205,147	1,183	66,124	93	3,340
Montana.....	728	45,877	584	36,855	131	8,598	13	454
Nebraska.....	1,554	97,524	892	58,909	631	37,496	31	1,116
Nevada.....	137	8,451	103	6,752	30	1,552	4	147
New Hampshire.....	703	41,753	536	34,233	146	6,824	21	695
New Jersey.....	4,789	321,049	3,102	213,875	1,620	104,909	67	2,564
New Mexico.....	416	21,653	257	15,466	152	5,932	7	254
New York.....	10,262	643,810	6,809	446,865	3,251	190,292	202	6,632
North Carolina.....	1,125	69,069	906	58,423	168	8,844	51	1,800
North Dakota.....	435	24,675	305	17,946	121	6,514	9	214
Ohio.....	8,962	574,184	6,059	402,655	2,765	166,789	138	4,739
Oklahoma.....	894	53,386	686	44,241	190	8,559	18	585
Oregon.....	1,118	69,749	715	48,018	386	21,228	17	502
Pennsylvania.....	19,214	1,287,615	12,390	854,306	6,577	424,306	247	9,003
Rhode Island.....	398	24,132	228	14,411	154	9,078	16	641
South Carolina.....	633	36,890	549	32,796	62	3,358	22	735
South Dakota.....	372	20,998	297	17,359	67	3,379	8	259
Tennessee.....	2,386	136,445	1,906	115,604	399	18,221	81	2,619
Texas.....	3,508	225,079	2,411	165,595	1,041	57,483	56	2,001
Utah.....	543	34,984	389	25,027	163	9,471	11	485
Vermont.....	470	28,234	355	22,686	104	5,202	11	346
Virginia.....	2,955	177,985	2,068	129,003	837	47,133	50	1,848
Washington.....	2,071	128,082	1,561	100,330	471	26,479	39	1,272
West Virginia.....	2,044	117,837	1,412	85,337	607	31,816	25	684
Wisconsin.....	3,233	192,200	2,435	149,221	707	40,011	91	2,967
Wyoming.....	239	16,278	151	10,753	84	5,360	4	164
Outside of continental United States.....	782	47,221	470	30,612	299	16,203	13	405

¹ All cents omitted. Annuities and pensions are classified by State to which first benefit check was mailed.

² Includes annuities subject to recertification, temporary annuities to former carrier pensioners, and temporary partial annuities. Figures should not be used to determine the average amounts payable in the various States; such averages are valid only for finally certified annuities.

³ Does not represent number of individuals receiving these annuities; in

4 cases death-benefit annuity payments were made to more than 1 individual and in 157 cases the same individual received both a survivor annuity and a death-benefit annuity.

⁴ Includes 1 death-benefit annuity at \$16.30 payable to 4 beneficiaries which was assigned to North Dakota although 1 beneficiary receiving \$4.08 resided in Minnesota.

Table 8.—Estimates of numbers of persons who will be engaged in services included in or excluded from Federal old-age insurance plans sometime during the calendar year 1940

Type of service	Minimum-maximum estimates (in thousands of persons)
A. Number of persons who will be engaged in services included in Federal old-age insurance plans prior to the 1939 amendments to the Social Security Act.....	34,000-36,000
1. Employees included by Social Security Act of 1935.....	32,000-33,000
2. Employees included by Railroad Retirement Act.....	1,700-2,000
3. Employees included in other Federal Government employee plans.....	900-1,000
B. Number of persons who will be engaged in services excluded by the Federal old-age insurance plans prior to the 1939 amendments to the Social Security Act.....	28,000-35,000
1. Agricultural workers.....	3,000-4,000
2. Farm operators.....	6,800-7,000
3. Unpaid family workers in agriculture.....	3,500-4,500
4. Domestic servants in private homes.....	2,200-2,500
5. Casual employees.....	1,000-3,000
6. Employees aged 65 and over in covered employment ¹	800-1,000
7. Maritime employees ²	150-240
8. Public employees ³	2,500-2,700
9. Employees of certain Federal instrumentalities ⁴	200-300
10. Workers in nonprofit organizations ⁵	700-900
11. Workers on work-relief programs.....	3,500-4,500
12. Self-employed persons: owners, operators, and professional workers.....	4,000-4,500
C. Number of persons who will be engaged in services excluded by the Social Security Act of 1935 but included by the 1939 amendments.....	1,200-1,500
1. Employees aged 65 and over in covered employment ¹	800-1,000
2. Maritime employees ²	170-230
3. Employees of certain Federal instrumentalities ⁴	200-300
D. Number of persons who will be engaged in services included by the Social Security Act of 1935 but excluded by the 1939 amendments.....	500-1,000
1. Agricultural workers ⁶	300-500
2. Domestic servants in fraternalities.....	15-25
3. Students working for certain schools and colleges ⁷	35-50
4. Employees of foreign governments and their instrumentalities ⁸	50-75
5. Student nurses and internes ⁹	5-10
6. Fishermen (except halibut and salmon) ¹⁰	17-19
7. Newsboys ¹¹	25-35
8. Miscellaneous employees ¹²	100-300

¹ Since recent experience of the Railroad Retirement Board indicates that the 1.7 million-1.9 million range in the estimates published in the *Bulletin*, February 1939, p. 18, is low, upper limit of range has been extended.

² Employees aged 65 and over in noncovered jobs are excluded because of their employment, not because of their age.

³ Range is higher than that of 150,000-200,000 given in the estimates in the *Bulletin*, February 1939, p. 18, which included those fishermen excluded not as fishermen but because of maritime employment provision.

⁴ Includes public school teachers, employees of State and local governments and their instrumentalities, and employees of the Federal Government and its totally owned instrumentalities not included in A.3. and B.9. Number of persons employed by State and local instrumentalities is not available, so that C.3. is confined to Federal instrumentalities which were excluded by the Social Security Act of 1935 but are included by the 1939 amendments.

⁵ Includes partially owned Federal instrumentalities, national banks, and State member banks.

⁶ Includes 20,000-30,000 workers in nonprofit organizations, a substantial part of whose activities is carrying on propaganda or otherwise attempting to influence legislation. These were excluded under the 1935 act by Treasury ruling and consequently are not classified as workers excluded by the amendments.

⁷ Range for this item is lower than that for B. 7. to allow for an undetermined number of fishermen who were previously excluded as seamen but who are now excluded because they are fishermen on boats of less than 10 net tons, unless engaged in salmon or halibut fishing. Maritime employees included under the amendments include seamen on American vessels (as distinct from all seamen, excluded under the 1935 act); the lowered range allows for this shift in definition of maritime employment.

⁸ Represent the largest group of newly excluded workers. The estimate includes certain types of "borderline" agricultural activities, certain proc-

Revised Estimates of Coverage Under the Old-Age Insurance Program

A net increase of almost a million in the number of persons included under the Federal Insurance Contributions Act (formerly title VIII of the Social Security Act) is anticipated in the immediate future as a result of the 1939 amendments. Estimates¹ prepared earlier this year were based on changes in coverage which would have occurred if certain of the recommendations made in December 1938 by the Social Security Board and the Advisory Council on Social Security had been adopted. Since the 1939 amendments differ from these recommendations in a number of respects, the earlier estimates have been revised in conformity with the amendments.

The number of persons in included and excluded employment according to the 1935 act and 1939 amendments is estimated for the year 1940 when the amendments on coverage become effective (table 8). However, employment conditions similar to those in the calendar year 1939 are assumed in order to introduce no specific assumptions as to economic changes. The categories of employment are neither mutually exclusive, nor are they defined in all cases on the same basis. The estimates include duplication in count because many workers hold more than one job during a year and hence shift both within and between included and excluded employment. Because the amount of shifting is unknown and difficult to estimate, the sums for each major category have not been adjusted and therefore represent not the total but rather an excess of the total number of workers who will be so employed. The estimates are also

¹ See Winslow, Harry J., and Shaughnessy, William K., "Estimated Numbers of Persons in Employments Excluded From Old-Age Insurance," *Social Security Bulletin*, Vol. 2, No. 2 (February 1939), pp. 18-19.

essing employment, and labor on farms performed by persons other than employees of farmers.

² Includes students working for schools operated for profit in which they are students, if their remuneration does not exceed \$45 in any quarter.

³ Includes all such employees registered with the State Department and an estimated number of clerical and other assistants. Some of these will presumably be excluded on the reciprocal basis provided in sec. 1426 (b) (12) of the 1939 amendments.

⁴ Net exclusion of student nurses and internes because of the 1939 amendments is very small; most of them were already excluded as public employees or as employees of nonprofit institutions.

⁵ An undetermined number of these workers was probably excluded under the 1935 act as maritime employees.

⁶ Includes primarily newsboys engaged in distributing shopping and advertising news. Greater proportion of newsboys under age 18 engaged in final distribution was excluded under the 1935 act.

⁷ Includes those categories of workers listed in sec. 1426 (b) (10) (A) (i), (ii), and (iii), (B), (C), and (D), of the Internal Revenue Code. No estimates of family workers, excluded under sec. 1426 (b) (4), were possible.

subject to wide margins of error because of the lack of exact information as to the numbers of persons in different employments. Estimates for each category were prepared from the most recent data available on employment within the groups, with an allowance for labor turn-over. Various governmental publications, including those of the Bureau of the Census and the Bureau of Foreign and Domestic Commerce, served as a guide in developing the estimates.

The variation in the relative size of the range between the minimum and maximum estimate for the separate employment categories indicates roughly the degree of accuracy of the estimates. In some cases, where employment is relatively stable and data are available, the range is small; in other cases, where employment is less stable or less information is available, the range is large. The size of the range is not so much a measure of the turn-over factor as a combination of turn-over and seasonality together with a margin to represent the inadequacy of the available information.

The tabulation does not represent either the total number of account holders or the additional number of persons for whom new accounts will

be established. However, for certain types of employment not previously included under the social security program, a large proportion of the workers will be recipients of new account numbers. This is particularly applicable where employment is fairly stable, as in national banks and State banks which are members of the Federal Reserve System and other Federal instrumentalities not previously included. Probably a large number of the workers in such employment have had the same or similar jobs since the beginning of the social security program and have consequently never received account numbers in covered employment.

The various changes in coverage resulting from the amendments are tabulated in table 9 to show for each type of employment the original provisions in the 1935 act, the Treasury regulations, and the 1939 amendments. In many cases the amendments are similar to the Treasury regulations and thus clarify the provisions of the 1935 act. In other instances, the amendments differ substantially from the Treasury regulations by excluding services covered under the 1935 act and including those previously excluded.

Table 9.—Types of service excluded from the Federal old-age insurance program as defined by title VIII of the Social Security Act, Treasury regulations amended as of Sept. 6, 1939, and Federal Insurance Contributions Act amended Aug. 10, 1939

Type of service	Title VIII of the Social Security Act, 1935	Treasury Regulations 91 amended as of Sept. 6, 1939	Federal Insurance Contributions Act amended Aug. 10, 1939
Agricultural labor	(1) Agricultural labor	<p>Art. 6. <i>Agricultural labor</i>.—The term "agricultural labor" includes all services performed—</p> <p>(a) By an employee, on a farm, in connection with the cultivation of the soil, the raising and harvesting of crops, or the raising, feeding, or management of livestock, bees, and poultry; or</p> <p>(b) By an employee in connection with the processing of articles, from materials which were produced on a farm; also the packing, packaging, transportation, or marketing of those materials or articles.</p> <p>Such services (described in a and b above) do not constitute agricultural labor, however, unless they are performed by an employee of the owner or tenant of the farm on which the materials in their raw or natural state were produced, or unless such processing, packing, packaging, transportation, or marketing is carried on as an incident to ordinary farming operations or manufacturing or commercial operations.</p> <p>As used herein the term "farm" embraces the farm in the ordinarily accepted sense, and includes stock, dairy, poultry, fruit, and truck farms, plantations, ranches, ranges, and orchards.</p>	<p>(b) (1) Agricultural labor (as defined in subsection (b) of Art. 6 of the Social Security Act, 1935).</p> <p>(h) <i>Agricultural Labor</i>.—The term "agricultural labor" includes all services performed—</p> <p>(1) On a farm, in the employ of any person, in connection with cultivating the soil, or in connection with raising or harvesting any agricultural or horticultural commodity, including the raising, shearing, feeding, caring for, training, and management of livestock, bees, poultry, and fur-bearing animals and wildlife.</p> <p>(2) In the employ of the owner or tenant or other operator of a farm, in connection with the operation, management, conservation, improvement, or maintenance of such farm and its tools and equipment, or in salvaging timber or clearing land of brush and other debris left by a hurricane, if the major part of such service is performed on a farm.</p> <p>(3) In connection with the production or harvesting of maple sirup or maple sugar or any commodity defined as an agricultural commodity in section 15 (e) of the Agricultural Marketing Act, as amended (haval stores: turpentine, rosin, etc.), or in connection with the raising or harvesting of such commodity, in connection with the hatching of poultry, or in connection with the ginning of cotton, or in connection with the operation or maintenance of ditches, canals, reservoirs, or waterways used exclusively for supplying and storing water for farming purposes.</p> <p>(4) In handling, planting, drying, packing, packaging, processing, freezing, grading, storing or delivering to storage or to market or to a carrier for transportation to market, any agricultural or horticultural commodity; but only if such service is performed as an incident to ordinary farming operations or, in the case of fruits or vegetables, as an incident to the preparation of such fruits or vegetables for market. The provisions of this paragraph shall not be deemed to be applicable with respect to services performed in connection with commercial canning or commercial freezing or in connection with any agricultural or horticultural commodity after its delivery to a terminal market for distribution for consumption.</p> <p>As used in this subsection, the term "farm" includes stock, dairy, poultry, fruit, fur-bearing animal, and truck farms, plantations, ranches, nurseries, ranges, greenhouses, or other similar structures used primarily for the raising of agricultural or horticultural commodities, and orchards.</p> <p>(b) (2) Domestic service in a private home,</p>
Domestic service	(2) Domestic service in a private home	<p>Art. 7. <i>Domestic service</i>.—Services of a household nature performed by an employee in or about the private home of the person by whom he is employed are within the exception.</p> <p>A private home is the fixed place of abode of an individual or family.</p> <p>If the home is utilized primarily for the purpose of supplying board or lodging to the public as a business enterprise, it ceases to be a private home.</p> <p>In general, services of a household nature in or about a private home include services rendered by cooks, maids, butlers, valets, laundresses, furnacemen, gardeners, footmen, grooms, and chauffeurs of automobiles for family use.</p> <p>The services above enumerated are not within the exception if performed in or about rooming or lodging houses, boarding houses, fraternity houses, clubs, hotels, or commercial offices or establishments.</p> <p>Services performed as a private secretary, even though performed in the employer's home, are not within the exception.</p> <p>Art. 8. <i>Casual labor not in the course of the employer's trade or business</i>.—The term "casual labor" includes labor which is occasional, incidental, or irregular.</p> <p>The expression "not in the course of the employer's trade or business" includes labor that does not promote or advance the trade or business of the employer.</p> <p>Thus, labor which is occasional, incidental, or irregular, and does not promote or advance the employer's trade or business is excepted.</p> <p>Casual labor that is labor which is occasional, incidental, or irregular, but which is in the course of the employer's trade or business, does not come within the above exception.</p> <p>Casual labor performed for a corporation does not come within this exception.</p>	<p>(b) (3) Casual labor not in the course of the employer's trade or business.</p>
Casual labor	(3) Casual labor not in the course of the employer's trade or business		<p>local college club, or local chapter of a college fraternity or sorority;</p>

See footnotes at end of table.

Table 9.—Types of service excluded from the Federal old-age insurance program as defined by title VIII of the Social Security Act, Treasury regulations amended as of Sept. 6, 1939, and Federal Insurance Contributions Act amended Aug. 10, 1939—Continued

Type of service	Title VIII of the Social Security Act, 1935	Treasury Regulations 91 amended as of Sept. 6, 1939 *	Federal Insurance Contributions Act amended Aug. 10, 1939 *
Service after age 65...	(4) Service performed by an individual who has attained the age of 65.	<p>ART. 9. <i>Employees who have attained age 65.</i>—Services performed prior to January 1, 1939, by an individual after he has attained the age of 65 years are excepted. The employer has the burden of establishing to the satisfaction of the Commissioner that the age of any employee whose services are claimed to be excepted by reason of his having attained the age of 65. All services performed prior to January 1, 1939, by an individual on and after the day preceding the sixty-fifth anniversary of his birth and within the preceding individual after he has attained the age of 65 are not excepted by reason of his attainment of such age. Such services of an employee, unless otherwise excepted from employment (as, e.g., agricultural labor), constitute employment, and the employee's tax and the employer's tax apply with respect to wages therefor paid after December 31, 1938. As amended by Treasury Decision 4035, approved Sept. 5, 1939.</p> <p>ART. 10. <i>Officers and members of crews.</i>—The expression "officers and members of the crew" includes the master or officer in charge of the vessel, however designated, and every individual, subject to his authority, serving on board and contributing in any way to the operation and welfare of the vessel. The exception extends, for example, to services rendered by the master, mates, pilots, pursers, surgeons, stewards, engineers, firemen, cooks, clerks, carpenters, deck hands, porters, and chambermaids, and by seal hunters and fishermen on sealing and fishing vessels.</p> <p>The word "vessel" includes every description of watercraft or other contrivance, used as a means of transportation on water. It does not include any type of aircraft.</p> <p>The expression "vessel documented under the laws of the United States or of any foreign country" means a vessel which is registered, enrolled, or licensed in conformity with the laws of the United States or any foreign country.</p>	<p>The exception of services performed of individuals after the attainment of age of 65 is repealed as of January 1, 1939, sec. 905 (a) of the Social Security Act Amendments of 1939.</p>
Maritime employment.	(5) Service performed as an officer or member of the crew of a vessel documented under the laws of the United States or of any foreign country.	<p>(b) (5) Service performed on or in connection with a vessel not an American vessel by an employee, if the employee is employed on and in connection with such vessel when outside the United States.</p> <p>NOTE. (b) <i>Employment.</i>—The term "employment" means any service performed after December 31, 1939.</p> <p>(b) (6) On or in connection with an American vessel under a contract of service which is entered into within the United States or during the performance of which the vessel touches at a port in the United States, if the employee is employed on and in connection with such vessel when outside the United States.</p>	<p>(b) (5) Service performed on or in connection with a vessel not an American vessel by an employee, if the employee is employed on and in connection with such vessel when outside the United States.</p> <p>NOTE. (b) <i>Employment.</i>—The term "employment" means any service performed after December 31, 1939.</p> <p>(b) (6) On or in connection with an American vessel under a contract of service which is entered into within the United States or during the performance of which the vessel touches at a port in the United States, if the employee is employed on and in connection with such vessel when outside the United States.</p>
Public employment.	<p>(6) Service performed in the employ of the United States Government or of an instrumentality of the United States;</p> <p>(7) Service performed in the employ of a State, a political subdivision thereof, or an instrumentality of one or more States or political subdivisions;</p>	<p>ART. 11. <i>Government employees.</i>—Services performed by Federal and State employees are excepted. The exception extends to every service performed by an individual in the employ of the United States, the several States, the District of Columbia, or the Territory of Alaska or Hawaii, or any political subdivision or instrumentality thereof, including every unit or agency of government, without distinction between those exercising functions of a governmental nature and those exercising functions of a proprietary nature.</p> <p>ART. 12. <i>Religious, charitable, scientific, literary, and educational organizations and community chests.</i>—Services performed by any employee of an organization of the class specified in section 811 (b) (8) are excepted.</p> <p>For the purpose of the exception the nature of the service is immaterial; the statutory test is the character of the organization for which the service is performed.</p> <p>In all cases, in order to establish its status under the statutory classification, the organization must meet two tests:</p> <p>(1) It must be organized and operated exclusively for one or more of the specified purposes; and</p>	<p>(b) (14) Service performed by an individual in (or as an officer or member of the crew of a vessel while it is engaged in) the catching, taking, harvesting, cultivating, or farming of any kind of fish, shellfish, crustaceans, sponges, seaweeds, or other aquatic forms of animal and vegetable life (including service performed by any such individual as an ordinary incident to any such activity), except (A) service performed in connection with the catching or taking of salmon or halibut, for commercial purposes, and (B) service performed on or in connection with a vessel of more than ten net tons (determined in the manner provided for determining the register tonnage of merchant vessels under the laws of the United States);</p> <p>(b) (6) Service performed in the employ of the United States Government, or of an instrumentality of the United States which is (A) wholly owned by the United States, or (B) exempt from the tax imposed by section 1410 by virtue of any other provision of law;</p> <p>(b) (7) Service performed in the employ of a State, or any political subdivision thereof, or any instrumentality of any one or more of the foregoing which is wholly owned by one or more States or political subdivisions; and</p> <p>any service performed in the employ of any instrumentality of one or more States or political subdivisions to the extent that the instrumentality is, with respect to such service, immune under the Constitution of the United States from the tax imposed by section 1410;</p> <p>(b) (8) Service performed in the employ of a corporation, community chest, fund, or foundation, organized and operated exclusively for religious, charitable, scientific, literary, or educational purposes, or for the prevention of cruelty to children or animals, no part of the net earnings of which inures to the benefit of any private shareholder or individual.</p>
Nonprofit institutions.	(8) Service performed in the employ of a corporation, community chest, fund, or foundation, organized and operated exclusively for religious, charitable, scientific, literary, or educational purposes, or for the prevention of cruelty to children or animals, no part of the net earnings of which inures to the benefit of any private shareholder or individual.		

(2) Its net income must not inure in whole or in part to the benefit of private shareholders or individuals.

Corporations and other institutions organized and operated exclusively for charitable purposes comprise, in general, organizations for the relief of the poor.

The fact that an organization established for the relief of indigent persons may receive voluntary contributions from the persons intended to be relieved will not necessarily affect its status under the law.

An educational organization within the meaning of section 811 (b) (8) of the Act is one designed primarily for the improvement or development of the capabilities of the individual, but, under exceptional circumstances, may include an association whose sole purpose is the instruction of the public, or an association whose primary purpose is to give lectures on subjects useful to the individual and beneficial to the community, even though an association of either class has incidental amusement features. An organization formed, or availed of, to disseminate controversial or partisan propaganda or which by any substantial part of its activities attempts to influence legislation is not an educational organization within the meaning of section 811 (b) (8) of the Act.

Since a corporation or other institution to be within the prescribed class must be organized and operated exclusively for one or more of the specified purposes, an organization which has certain religious purposes and also manufactures and sells articles to the public for profit is not within the statutory class even though its property is held in common and its profits do not inure to the benefit of individual members of the organization.

An organization otherwise within the statutory class does not lose its status as such by receiving income such as rent, dividends and interest from investments, provided such income is devoted exclusively to one or more of the purposes specified in section 811 (b) (8) of the Act.

Money contributed by members of an organization to a common fund to be applied to the relief of the particular members of the organization or their families when in sickness, unemployed, in want, or under other disability, is not a charitable fund.

no substantial part of the activities of which is carrying on propaganda, or otherwise attempting, to influence legislation;

(b) (10) (E) Service performed in any calendar quarter in the employ of a school, college, or university, not exempt from income tax under section 101, if such service is performed by a student who is enrolled and is regularly attending classes at such school, college, or university, and the remuneration for such service does not exceed \$45 (exclusive of room, board, and tuition);

(See also (b) (10) (A) (iii) below.)

(b) (10) (C) Service performed in the employ of a voluntary employees' beneficiary association providing for the payment of life, sick, accident, or other benefits to the members of such association or their dependents, if (i) no part of its net earnings inures (other than through such payments) to the benefit of any private shareholder or individual, and (ii) 85 per centum or more of the income consists of amounts collected from members for the sole purpose of making such payments and meeting expenses;

(b) (10) (D) Services performed in the employ of a voluntary employees' beneficiary association providing for the payment of life, sick, accident, or other benefits to the members of such association or their dependents or their designated beneficiaries, if (i) admission to membership in such association is limited to individuals who are officers or employees of the United States Government, and (ii) no part of the net earnings of such association inures (other than through such payments) to the benefit of any private shareholder or individual;

(b) (10) (A) Service performed in any calendar quarter in the employ of any organization exempt from income tax under section 101, if—

(i) the remuneration for such service does not exceed \$45, or

(ii) such service is in connection with the collection of dues or premiums for a fraternal beneficiary society, order, or association, and is performed away from the home office, or is ritualistic service in connection with any such society, order, or association, or

(iii) such service is performed by a student who is enrolled and is regularly attending classes at a school, college, or university;

(b) (10) (B) Service performed in the employ of an agricultural or horticultural organization exempt from income tax under section 101 (1);

(b) (4) Service performed by an individual in the employ of his son, daughter, or spouse, and service performed by a child under the age of twenty-one in the employ of his father or mother;

(b) (9) Service performed by an individual as an employee or employee representative as defined in section 1332;

ART. 13. *Employees and employee representatives under the Carriers Taxing Act of 1937.*—Services performed by an individual as an "employee" or an "employee representative," as those terms are defined in the . . . provisions of the Carriers Taxing Act of 1937, are excepted . . . (as amended by Treasury Decision 4801 approved Apr. 28, 1938).

Family employ-
ment.

Railroad employ-
ment.

Employees covered by Railroad Retirement System (Title VIII of the Social Security Act as amended by Carriers Taxing Act of 1937, Public, No. 174, 78th Congress).

See footnotes at end of table.

Table 9.—Types of service excluded from the Federal old-age insurance program as defined by title VIII of the Social Security Act, Treasury regulations amended as of Sept. 6, 1939, and Federal Insurance Contributions Act amended Aug. 10, 1939—Continued

Type of service	Title VIII of the Social Security Act, ¹ 1935	Treasury Regulations 91 amended as of Sept. 6, 1939 ²	Federal Insurance Contributions Act amended Aug. 10, 1939 ³
Service for a foreign government.		<p>[ART. 13½. <i>Exemption from taxation of services performed in the employ of foreign governments and certain of their instrumentalities.</i>—</p> <p>(a) <i>Service performed in the employ of a foreign government.</i>—Service performed in the employ of a foreign government is not subject to the taxes. The exemption embraces not only services performed by ambassadors, ministers, and other diplomatic representatives but also includes services performed as a consular or other officer or employee of a foreign government or as a non-diplomatic representative thereof. For purposes of the exemption, the citizenship of the employee is immaterial. It is also immaterial whether the foreign government grants an equivalent exemption with respect to similar services performed in the foreign country by citizens of the United States.</p> <p>(b) <i>Service performed in the employ of certain instrumentalities of foreign governments.</i>—Service performed in the employ of certain instrumentalities of a foreign government is likewise not subject to the taxes. The exemption extends to all services performed in the employ of an instrumentality of the government of a foreign country, without distinction between those exercising functions of a governmental nature and those exercising functions of a proprietary nature, provided:</p> <p>(1) The instrumentality is wholly owned by the foreign government;</p> <p>(2) The services are of a character similar to those performed in foreign countries by employees of the United States or of an instrumentality thereof; and</p> <p>(3) The Secretary of State certifies to the Secretary of the Treasury that the foreign government with respect to whose instrumentality and employees thereof exemption is claimed, grants an equivalent exemption with respect to services performed in the foreign country by employees of the United States Government and of instrumentalities thereof. For purposes of this exemption the citizenship of the employee is likewise immaterial.]</p> <p>(Art. 13½ amended by Treasury Decision 4934, approved Sept. 6, 1939.)</p>	<p>(b) (11) Service performed in the employ of a foreign government (including service as a consular or other officer or employee or a nondiplomatic representative);</p> <p>(b) (12) Service performed in the employ of an instrumentality wholly owned by a foreign government—</p> <p>(A) If the service is of a character similar to that performed in foreign countries by employees of the United States Government or of an instrumentality thereof; and</p> <p>(B) If the Secretary of State shall certify to the Secretary of the Treasury that the foreign government, with respect to whose instrumentality and employees thereof exemption is claimed, grants an equivalent exemption with respect to similar services performed in the foreign country by employees of the United States Government and of instrumentalities thereof;</p>
Student nurses and internes.			<p>(b) (13) Service performed as a student nurse in the employ of a hospital or nurses' training school by an individual who is enrolled and is regularly attending classes in a nurses' training school chartered or approved pursuant to State law; and service performed as an interne in the employ of a hospital by an individual who has completed a four-years' course in a medical school chartered or approved pursuant to State law;</p> <p>(b) (14) Service performed by an individual under the age of eighteen in the delivery or distribution of newspapers or shopping news, not including delivery or distribution to any point for subsequent delivery or distribution.</p> <p>(c) Included and Excluded Service.—</p>
Newspapers			
Included and excluded service.		<p>ART. 5. <i>Excepted services generally.</i>—Even though an individual performs services within the United States for the person who employs him, if the services are of a class which is specifically excepted by section 811 (b) of the Act or (section 9 (a) of the Carriers' Taxing Act of 1937) they are excluded for the purposes of the tax.</p> <p>The exception attaches to the services performed by the employee and not to the employee as an individual; and the exception applies only for the period during which the individual is rendering services in an excepted class.</p> <p>(As amended by Treasury Decision 4801, approved Apr. 28, 1938.)</p>	

¹ See sec. 811 (b) of the act to which figures in parentheses refer. Title VIII was repealed and reenacted as ch. 9, subch. A, of the Internal Revenue Code approved Feb. 10, 1939, and effective Apr. 1, 1939.

² See Treasury Regulations 91 Relating to the Employees' Tax and the Employers' Tax Under Title VIII of the Social Security Act, 1936, amended Sept. 6, 1939, to which articles refer. Square brackets enclose changes because of amendments to the Social Security Act approved Aug. 10, 1939.

³ See ch. 9, subch. A, of the Internal Revenue Code to which items in parentheses refer.

⁴ ART. 13½. * * * in salvaging timber and clearing debris left by a hurricane.—Certain services

performed in salvaging timber and clearing land of brush and other debris left by a hurricane are not subject to the taxes. In order to be exempted from the taxes the services must be performed: (1) Prior to Jan. 1, 1939; and (2) As an employee of the owner or tenant of land on which a hurricane has left brush or other debris, or timber in need of salvaging by reason of such hurricane; and (3) in clearing such land of brush or other debris, or in salvaging such timber. Note: This provision in the Act amended by T. D. 4941, approved Sept. 6, 1939, is identical with the provision in the Internal Revenue Code, as amended by Public Law No. 460, 76th Cong., approved Sept. 20, 1939, on the basis of the act approved Aug. 11, 1939.

* The Commissioner of Internal Revenue.

FINANCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF OLD-AGE BENEFITS RESEARCH

COMPREHENSIVE changes in methods of financing and in other aspects of Federal old-age insurance are effective January 1, 1940, as a result of the Social Security Act Amendments of 1939. A general summary of the new provisions for old-age and survivors insurance is given on pages 3-16 of this issue, and coverage changes are outlined on pages 83-88.

Old-Age and Survivors Insurance Trust Fund

On January 1, 1940, the amendments require that there be credited to the newly created Federal old-age and survivors insurance trust fund the securities held by and the amounts credited to the old-age reserve account. The amounts credited to the old-age reserve account consist of cash held by the disbursing officer and the unexpended appropriation balance for the year 1939-40. The old-age reserve account held at the end of October \$1.349 million of investments, \$3.8 million in cash with the disbursing officer for benefit payments, and an unexpended appropriation balance of \$373 million (table 1). These amounts, less lump-sum death payments for the period from October through December 1939, will be made available to the trust fund.

The operations in connection with the trust fund may be summarized as follows:

1. Collection of taxes under the Federal Insurance Contributions Act.
2. Transfer of the permanent appropriation, equal to tax collections, to the trust fund.
3. Payments from the trust fund to beneficiaries.
4. Repayments to the general fund of the Treasury for administrative expenses.
5. Payment of tax refunds.
6. Investment of funds held by the trust fund.
7. Transfers to the Treasury of funds invested in special obligations or in regular obligations purchased at issue.
8. Receipt by the trust fund of interest and proceeds from the sale of securities.

It should be noted that these operations may occur simultaneously as different aspects of one general procedure.

- (1) The first step of the procedure is the collec-

tion of taxes under the Federal Insurance Contributions Act. Under the 1939 amendments, as under the 1935 act, these collections are covered into the United States Treasury as internal revenue collections and become part of the general receipts of the Treasury.

(2) Beginning with the fiscal year ending June 30, 1941, and for each fiscal year thereafter, the 1939 amendments provide for a permanent and continuing congressional appropriation equivalent to 100 percent of taxes (including interest, penalties, and additions to taxes) received under the Federal Insurance Contributions Act and covered into the Treasury. Amounts equivalent to tax collections at that time will probably be transferred to the trust fund either on a monthly or quarterly basis. This procedure, which differs markedly from that established under the 1935 provisions, will not require annual congressional action. For the remainder of the current fiscal year, transfers will be made from the unexpended balance of the 1939-40 appropriation.

(3) The 1939 amendments provide that the amounts credited to the trust fund shall be available for benefits under title II.¹ These payments, of course, are the major withdrawals from the fund. It has been estimated that the total of these benefit payments for the calendar year 1940 will amount to something over \$100 million.

It should be noted that the benefit payments under both the 1935 act and the 1939 amendments appear not as expenditures of the Treasury but as direct withdrawals from the account and trust fund, respectively. A portion of the fund is in the form of cash deposits held by the disbursing officer to meet these payments. Cash deposits with the disbursing officer for lump-sum payments have usually been made each 3 or 4 months and have amounted to \$5 million in each of the transfer periods in 1938-39 and 1939-40.

Beginning January 1, 1940, when monthly benefits are payable, the amount of cash deposited with the disbursing officer may be increased substantially, since it is estimated that benefits for 1940 will be several times the highest annual disbursements made previously under the program.

¹ For the amended benefit provisions, see pp. 7-14.

Furthermore, these deposits may be made at shorter intervals to lessen the amount of deposits on hand at any one time.

After December 31, 1939, the Social Security Board will certify to the Managing Trustee the name and address of persons entitled to benefits and the amount and duration of such payments rather than as formerly to the Secretary of the Treasury. The Managing Trustee, through the Division of Disbursement of the Treasury Department and prior to any action thereon by the General Accounting Office, will make the payments thus certified. The 1939 amendments provide that the Managing Trustee shall not be held personally liable for any payments made in accordance with the Board's certification.

(4) The 1939 amendments provide that the Managing Trustee shall pay from the trust fund the amount estimated as the administrative expenses for a 3-month period of both the Treasury and the Social Security Board under title II and the Federal Insurance Contributions Act.

In order to avoid duplicate counting of that portion of tax collections which is used to finance administrative costs, the amendments provide that such payments are to be carried to the surplus fund of the Treasury as "repayments to the account for reimbursement of expenses incurred in connection with the administration . . ." The difference between the Federal insurance contributions and the repayments of administrative expenses will represent the net amounts available to the trust fund for investment and for cash deposits with the disbursing officer. Under the 1935 act, administrative expenses are financed out of general revenue in accordance with congressional appropriation. In practice, however, these expenditures are considered in determining the amounts of transfers to the old-age reserve account.

(5) For wages received after the calendar year 1939, employees may claim refund of taxes deducted by more than one employer and paid to the Treasury on wages in excess of the first \$3,000 received in a year. Such claims must be made

Table 1.—Status of the old-age reserve account, by fiscal years, 1936–39, and by months, July 1938–October 1939

Fiscal year and month	Transfers from appropriations ¹ to account	Interest received by account	3-percent special Treasury notes acquired	Deposits with disbursing officer for benefit payments	Collections of improper payments ²	Benefit payments	Cash with disbursing officer at end of period	Amount available for benefit payments ³	Unexpended balance in appropriations ¹	Total assets
Cumulative through October 1939	\$1,332,000,000	\$44,625,099	\$1,349,200,000	\$27,361,811	\$3,933	\$23,589,387	\$3,768,493	\$1,352,968,493	\$373,067,219	\$1,726,035,712
Total, 1936–37	265,000,000	* 2,261,811	267,100,000	100,000	-----	26,969	73,031	267,173,031	61,811	267,234,842
Total, 1937–38	387,000,000	15,412,233	395,200,000	7,261,811	159	5,404,063	1,930,620	664,230,620	113,012,391	777,243,012
Total, 1938–39	503,000,000	26,951,055	514,900,000	15,000,000	2,677	13,891,583	3,036,361	1,180,236,361	66,122	1,180,302,483
1938										
July	38,000,000	-----	38,000,000	0	134	779,513	1,150,973	701,450,973	435,012,525	1,136,463,499
August	38,000,000	-----	33,000,000	5,000,000	267	826,495	5,324,211	738,624,211	397,012,792	1,135,637,003
September	33,000,000	-----	33,000,000	0	547	853,255	4,470,409	770,770,409	364,013,339	1,134,783,748
October	32,000,000	-----	32,000,000	0	82	1,073,918	3,396,410	801,696,410	332,013,421	1,133,709,831
November	32,000,000	-----	32,000,000	0	215	1,023,045	2,373,149	832,673,149	300,013,636	1,132,686,785
December	32,000,000	-----	32,000,000	0	219	1,077,369	1,295,561	863,595,561	268,013,855	1,131,609,416
1939										
January	37,000,000	-----	32,000,000	5,000,000	247	1,121,312	5,174,002	899,474,002	231,014,102	1,130,488,104
February	50,000,000	-----	50,000,000	0	81	1,155,340	4,018,582	948,318,582	181,014,182	1,129,332,764
March	50,000,000	-----	50,000,000	0	90	1,443,529	2,574,963	996,874,963	131,014,272	1,127,889,235
April	55,000,000	-----	50,000,000	5,000,000	204	1,382,953	6,191,806	1,050,491,806	76,014,476	1,126,506,282
May	50,000,000	-----	50,000,000	0	266	1,677,193	4,514,348	1,098,814,347	56,014,742	1,154,829,089
June	56,000,000	26,951,055	82,900,000	0	325	1,477,661	3,036,361	1,180,236,361	66,122	1,180,302,483
Total, 1939–40 through October	177,000,000	-----	172,000,000	5,000,000	1,097	4,266,772	3,768,493	1,352,968,493	373,067,219	1,726,035,712
July	43,000,000	-----	43,000,000	0	416	1,426,846	1,609,100	1,221,809,101	607,096,537	1,728,875,638
August	48,000,000	-----	43,000,000	5,000,000	104	1,284,241	5,324,755	1,268,524,755	459,066,641	1,727,591,396
September	43,000,000	-----	43,000,000	0	115	694,071	4,630,569	1,310,830,569	416,066,757	1,726,897,326
October	43,000,000	-----	43,000,000	0	462	861,614	3,768,493	1,352,968,493	373,067,219	1,726,035,712

¹ For fiscal year 1936–37, \$265 million was appropriated to old-age reserve account; for 1937–38, \$390 million; for 1938–39, \$390 million plus additional \$30 million made available by 1940 Treasury Department Appropriation Act; and for 1939–40, \$550 million.

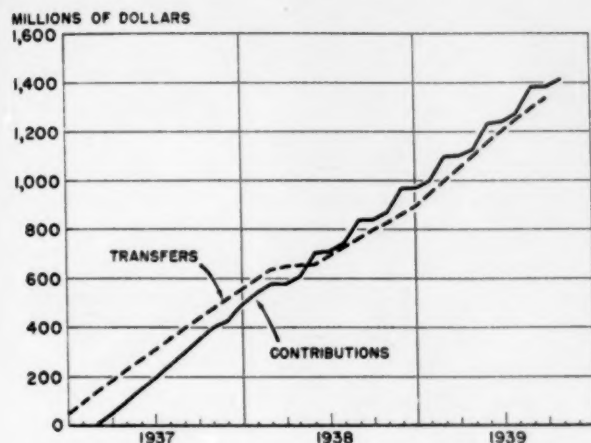
² Collections of improper payments made to claimants have been transferred to appropriation balance.

³ Represents investments in Treasury notes and cash with disbursing officer.

⁴ \$61,811 of interest earned during the first 6 months of 1937 was held as an appropriation balance until July 1937, at which time it was transferred to disbursing officer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

Chart I.—Cumulative transfers to the old-age reserve account¹ and cumulative Federal insurance contributions,² January 1937–October 1939



¹ As of first of month.

² As of end of month.

Source: Daily Statement of the U. S. Treasury.

within 2 years after the calendar year in which the wages were paid. For administrative reasons, in accordance with section 1400 of the Internal Revenue Code, the tax is imposed on wages up to \$3,000 paid by each employer during the calendar year. Therefore, individuals with more than one employer during the year may have deductions for contributions made on wages in excess of \$3,000. The refunds, in accordance with provisions of law applicable in the case of erroneous or illegal collection of the tax, will require congressional appropriation.

(6) Under both the 1935 act and the 1939 amendments, the Secretary of the Treasury is required to invest in interest-bearing obligations of the United States or in obligations guaranteed as to interest and principal by the United States that portion of funds not required for benefit payments or other current withdrawals. Such investments may consist of obligations publicly offered or of special obligations issued exclusively to the trust fund. The 1939 amendments in contrast with the earlier legislation provide that special obligations "shall be issued only if the Managing Trustee determines that the purchase of other interest-bearing obligations of the United States, or of obligations guaranteed as to both principal and interest by the United States . . . is not in the public interest."

The specific types of eligible securities acquired

will depend upon a number of factors including the condition of the securities market at the time of acquisition and the variation in administrative expenses accompanying different investment policies.

Investments may be made at original issue at par or may be acquired on the open market at the market price. Special obligations are required to bear a rate of interest equal to the average rate of interest on the public debt outstanding at the end of the calendar month next preceding the date of issue. If the average rate is not a multiple of $\frac{1}{2}$ of 1 percent, the rate on special obligations is required to be that multiple of $\frac{1}{2}$ of 1 percent next lower than the average rate. There is no minimum yield required for other eligible obligations.

The removal of the provision in the 1935 act requiring a minimum 3-percent yield introduces into the old-age and survivors insurance financing a greater degree of flexibility than under the 1935 act and puts the investment yields on a comparable basis with other trust funds. In general, the statutes creating the major Government trust funds contain no provision restricting investments on the basis of yield. There are, however, statutory provisions for a minimum interest rate of 3 percent on investments of the railroad retirement account. All investments of the unemployment trust fund are required to yield a minimum rate equal to that specified in the 1939 amendments for special obligations acquired by the old-age and survivors trust fund. The 4-percent rate paid on special obligations issued to the civil service, the Foreign Service, the Canal Zone, and the Alaska Railroad retirement and disability funds has not been based on specific statutory provisions covering interest on investments of these funds but has been determined administratively in connection with the 4-percent interest rate payable on contributions returned to contributors upon separation from the service.

In the period from January 1937 through October 1939 publicly offered securities eligible for investment by the old-age reserve account seldom sold at a price which would have yielded 3 percent or more per year, the minimum required under the 1935 act. Primarily because of this fact and such other considerations as lower administrative costs, the account has been invested in special issues of Treasury notes called the old-age reserve account series. These obligations

have a 5-year maturity date; the first of these obligations were acquired in 1936-37 and mature in 1940-41.

(7) The purchase by the old-age and survivors trust fund of special obligations or other Government obligations or Government guaranteed obligations at issue rather than in the open market makes available to the general fund of the Treasury the amounts so invested. The transaction is equivalent to the Treasury's selling obligations to the public and receiving cash. Instead of private investors or banks as creditors of the Treasury, however, the old-age and survivors insurance trust fund is the creditor. Special obligations and other Government securities acquired at issue as investments of the trust fund appear in the Treasury statements as additions to the interest-bearing public debt; any guaranteed obligations acquired at issue would mean an equivalent increase in the contingent liability of the United States. Because of the

funds made available to the Treasury in this manner, the privately held debt, but not the total debt of the Government, is less than if the Government relied entirely on private borrowing to meet its budget deficit. Such funds may be used actively when the budget is in balance to reduce the privately held debt, either by not refinancing matured obligations or by purchasing in the open market securities prior to maturity.

If eligible obligations are acquired for investment by the trust fund through purchase on the open market, the amount of the transfers so invested is not available to the Treasury but is paid to the prior owners of the securities acquired. In times of budget deficit this procedure would make it necessary for the Treasury to borrow from private investors the amount which otherwise would have been obtained from the issuance of direct Government obligations at par to the trust fund. Irrespective of the type of investments acquired when the budget is unbalanced,

Table 2.—Federal appropriations and expenditures under the Social Security Act for the fiscal years 1938-39 and 1939-40¹

Item	Fiscal year 1938-39		Fiscal year 1939-40	
	Appropriations ¹	Expenditures through June ²	Appropriations ³	Expenditures through October ⁴
Total	\$754,855,000.00	\$844,621,270.44	\$933,843,500.00	\$319,573,063.41
Administrative expenses	22,705,000.00	21,306,113.48	25,188,500.00	6,362,560.60
Federal Security Agency, Social Security Board: Salaries, expenses, and wage records	22,300,000.00	20,901,117.46	24,750,000.00	6,239,717.05
Department of Labor, Children's Bureau: Salaries and expenses	325,000.00	323,928.10	338,500.00	100,574.84
Department of Commerce, Bureau of the Census: Salaries and expenses	80,000.00	81,067.92	100,000.00	22,267.81
Grants to States	342,150,000.00	320,315,156.96	358,655,000.00	136,210,502.81
Federal Security Agency			349,000,000.00	132,383,787.82
Social Security Board	326,000,000.00	304,026,288.18	339,800,000.00	128,480,942.14
Old-age assistance	214,000,000.00	208,844,926.55	225,000,000.00	82,949,890.24
Aid to dependent children	45,000,000.00	31,013,156.72	45,000,000.00	13,678,453.86
Aid to the blind	8,000,000.00	5,303,912.75	8,000,000.00	2,187,136.07
Unemployment compensation administration	59,000,000.00	58,864,290.16	61,500,000.00	29,635,461.97
Public Health Service: Public-health work	8,000,000.00	8,005,731.30	9,500,000.00	3,932,845.38
Department of Labor, Children's Bureau	8,150,000.00	8,283,137.48	9,655,000.00	3,826,715.29
Maternal and child-health services	3,800,000.00	3,717,365.51	4,800,000.00	1,868,236.94
Services for crippled children	2,850,000.00	3,047,381.92	3,350,000.00	1,302,341.25
Child-welfare services	1,500,000.00	1,518,390.05	1,505,000.00	656,137.10
Transfers to old-age reserve account⁵	390,000,000.00	503,000,000.00	550,000,000.00	177,000,000.00

¹ Excludes some funds appropriated and expended under the Social Security Act because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$104,650 was appropriated in 1938-39 and \$111,500 in 1939-40 for administration in the Office of Education and \$1.8 million in 1938-39 and \$1,938,000 in 1939-40 for grants to States. For administration and research in the U. S. Public Health Service, appropriations were \$1.6 million in 1938-39 and \$1,640,000 in 1939-40, in addition to grants to States shown in this table.

² Excludes unexpended balance of appropriations for previous fiscal year.
³ Based on checks cashed and returned to the U. S. Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

⁴ Includes additional appropriations made available by the Third Deficiency Appropriation Act, approved Aug. 9, 1939.

⁵ Includes additional appropriations of \$9 million approved Mar. 15, 1939, and \$10 million approved May 2, 1939.

⁶ Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program.

⁷ See table 1 for detailed statement of this account through October 1939.

⁸ The 1940 Treasury Department Appropriation Act, approved May 6, 1939, appropriated \$580 million for transfer to the old-age reserve account of which \$30 million was made available during 1938-39, leaving \$550 million for transfers during 1939-40.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits (appropriations), Daily Statement of the U. S. Treasury (expenditures).

the amount of the public debt privately held is not affected. In times when the budget is balanced the investment of the trust fund by purchase of securities on the open market may reduce the privately held debt.

(8) Another and the final step in this schematic description is the receipt by the trust fund of interest from investment holdings and proceeds from the sale of securities. The interest credited on the investments held by the trust fund, like the interest credited to the old-age reserve account, will constitute a secondary stream of income. Interest payments on investments of the

old-age reserve account, which consist exclusively of special Treasury notes, have been made at the end of each fiscal year. The cumulative amount of such interest through October 31 is \$44.6 million. If other types of investments are made by the trust fund, interest will be credited to the trust fund on the interest-due date of the particular series of securities acquired. As in the case of transfers, interest credited to the fund may be used either for benefit payments or investment.

Obligations acquired by the trust fund may be sold prior to maturity at the market price, or if

Table 3.—Social security and railroad retirement receipts, expenditures, and issues and total Federal receipts, expenditures, and debt, by fiscal years, 1935-39, and by months, July 1938-October 1939

[In millions]

Fiscal year and month	General and special accounts										Trust accounts, etc., ¹ excess receipts (+) or expenditures (-)	Change in general fund balance	Public debt					
	Receipts of Federal Government				Expenditures ² of Federal Government								Total	Old-age reserve account	Unemployment trust fund	Railroad retirement account	All other	
	Total	Social security taxes ³	Taxes under the Carriers Taxing Act	All other	Total	Under the Social Security Act		Under the Railroad Retirement Act		All other								
						Administrative expense and grants to States ⁴	Transfers to old-age reserve account	Administrative expense	Transfers to railroad retirement account									
Total, 1935-36	\$4,116	(⁵)		\$4,116	\$8,666	\$28	(⁵)		\$8,638	-\$4,550	+\$312	+\$840	\$33,779		\$19		\$33,760	
Total, 1936-37	5,294	\$252	(⁵)	5,042	8,442	183	\$265	\$1	7,993	-3,149	+374	-128	36,425	\$267	312		35,846	
Total, 1937-38	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	-1,384	+306	-338	37,165	662	872	\$66	35,565
Total, 1938-39	5,668	631	109	4,928	9,210	342	503	3	107	8,255	-3,542	+890	+622	40,440	1,177	1,267	67	37,029
1938																		
July	311	31	(⁵)	280	762	40	38	(⁵)	22	660	-451	+325	-100	37,191	700	872	68	35,551
August	487	106	26	355	683	32	38	(⁵)	10	603	-196	-63	+144	37,593	733	954	70	35,836
September	711	3	(⁵)	708	751	10	33	(⁵)	12	696	-40	-41	+719	38,393	766	950	71	36,606
October	332	34	1	297	769	49	32	(⁵)	12	676	-437	-3	-409	38,423	798	936	73	36,616
November	382	103	26	253	677	28	32	(⁵)	17	600	-295	-6	-122	38,603	830	1,032	74	36,667
December	704	3	(⁵)	701	862	14	32	(⁵)	17	799	-158	-31	+636	39,427	862	1,064	76	37,425
1939																		
January	308	42	1	265	693	33	37	(⁵)	2	621	-385	+30	-151	39,631	894	1,074	77	37,586
February	417	154	27	236	662	26	50	(⁵)	0	586	-245	+428	+410	39,859	944	1,185	77	37,653
March	737	4	(⁵)	733	870	23	50	(⁵)	18	779	-133	+52	+46	39,985	994	1,185	77	37,729
April	268	30	(⁵)	238	785	37	55	(⁵)	0	693	-517	+93	-346	40,063	1,044	1,172	77	37,770
May	397	118	6	273	744	32	50	(⁵)	(⁵)	662	-348	+9	-119	40,282	1,094	1,280	67	37,841
June	613	4	21	588	951	17	56	(⁵)	(⁵)	878	-339	+95	-86	40,440	1,177	1,267	67	37,929
Total, 1939-40 through October	1,768	187	30	1,551	3,177	143	177	1	57	2,790	-1,409	-112	-925	41,036	1,349	1,370	77	38,240
July	308	35	1	272	807	43	43	(⁵)	22	699	-499	-113	-391	40,661	1,220	1,253	69	38,119
August	420	115	4	301	822	36	48	(⁵)	18	720	-402	-44	-216	40,891	1,263	1,382	77	38,169
September	719	3	24	692	784	20	43	(⁵)	7	714	-65	+46	-53	40,858	1,306	1,363	77	38,112
October	322	34	1	287	764	45	43	(⁵)	10	666	-442	-1	-264	41,036	1,349	1,370	77	38,240

¹ Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subch. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939. Amendments to the Social Security Act, approved Aug. 10, 1939, permit citation of subch. A and C as "Federal Insurance Contributions Act" and "Federal Unemployment Tax Act," respectively. These data from the Daily Statement of the U. S. Treasury differ from tax collections in table 4 which are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department.

² Excludes public-debt retirement. Based on checks cashed and returned to the U. S. Treasury.

³ Excludes funds for vocational rehabilitation program of the Office of Education and for administration and research in the U. S. Public Health Service. See table 2, footnote 1.

⁴ Includes all trust accounts, increment resulting from reduction in weight of the gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

⁵ Less than \$500,000.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

they are special obligations they may be redeemed at par plus accrued interest. At some time in the future, when current benefit payments exceed tax collections, there may be need to sell securities to finance payments. The procedure for sale or redemption of these securities of the old-age and survivors insurance trust fund will be the same as that followed in redemption of unemployment trust fund certificates to meet the State withdrawals from the unemployment trust fund.

Since securities are acquired by the fund for investment purposes, the selling of securities will be limited in all probability to sales to meet benefit payments. Securities acquired will usually be held to maturity, and trading in these securities for profit-taking will probably not be the normal procedure.

Expenditures and Appropriations

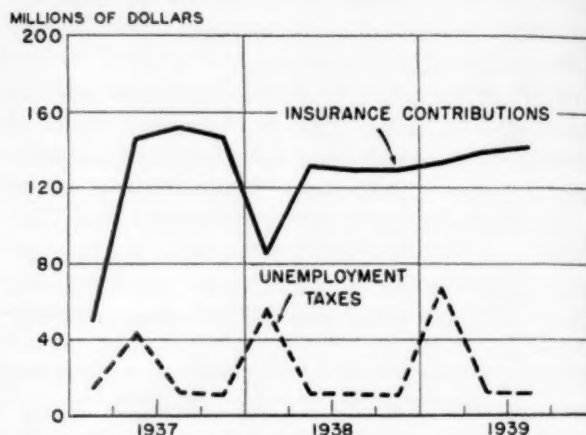
In October a total of \$88 million was expended under the Social Security Act, the largest expenditure for any month except April 1939. Grants to States for unemployment compensation administration were at record levels, amounting to \$11 million for the month. Social security taxes were more than \$34 million in October. These collections, except for delinquent payments, were based primarily on July, August, and September pay rolls and hence did not reflect the more than seasonal rise in industrial activity which occurred in October.

October expenditures, exclusive of transfers, amounted to \$44.6 million, \$43.7 million of which represented grants to States. Of these grants, 90 percent were for programs administered by the Social Security Board, including \$23 million for old-age assistance, \$4 million for aid to dependent children, nearly \$1 million for aid to the blind, and \$11 million for the administration of unemployment compensation. The totals for these purposes were slightly higher than July grants.

The total grant for unemployment compensation administration for October 1939 constituted the largest monthly expenditure to date for this purpose, bringing to \$29.6 million the total since the beginning of the current fiscal year. The rise in the October figure is attributable to the fact that grants certified by the Board toward the end of September were relatively large and the checks cashed appeared in October Treasury statements.

October expenditures for grants-in-aid programs

Chart II.—Federal insurance contributions and Federal unemployment taxes, by quarters, January 1937–September 1939



Source: Daily Statement of the U. S. Treasury.

administered by the Department of Labor reached \$1.9 million, the highest point since April, reflecting the increased State participation and the enlarged appropriations for these grants. These October expenditures amounted to almost as much as the total for the first quarter of the current fiscal year. After a lag for several months in the percentage of appropriations expended, expenditures for these programs now amount to about 40 percent of their appropriations excluding unexpended appropriation balances of previous fiscal years. Expenditures by the Public Health Service under title VI increased even more proportionately. Total expenditures for this program for the first 4 months of 1939–40 are now almost half the total for the entire previous fiscal year.

Receipts and Expenditures

Social security tax receipts during October were \$34.4 million, bringing the total for the first 4 months of the fiscal year 1939–40 to \$187 million as compared with \$174 million for the same period a year ago. For most quarters, about 90 percent of the social security receipts in the first month of each quarter are Federal insurance contributions based on the pay rolls of the previous quarter. (Quarterly collections began early in 1938.) Since the Federal unemployment tax, based on the previous year's pay roll, is due at the beginning of the calendar year, it does not constitute any substantial portion of receipts after February of each year. Table 4 shows collections under the Federal

Insurance Contributions Act and the Federal Unemployment Tax Act separately, by internal revenue collection districts. Chart II indicates the relative amounts received under the two acts quarterly, January 1937–September 1939.

All Federal tax receipts, including those under the Social Security Act, amounted to \$322 million in October, as compared with \$332 million a year earlier. This month's receipts still reflect the lower business activity of 1938, because income

Table 4.—Federal insurance contributions and Federal unemployment taxes,¹ by internal revenue collection districts, for the fiscal years 1938–39 and 1939–40, and cumulative through October 1939

[In thousands]

Internal revenue collection district in—	Fiscal year 1938–39			Fiscal year 1939–40 through October			Cumulative through October 1939		
	Total	Insurance contributions ^{1 2}	Unemployment taxes ^{1 2}	Total	Insurance contributions ^{1 2}	Unemployment taxes ^{1 2}	Total	Insurance contributions ^{1 2}	Unemployment taxes ^{1 2}
Total	\$630,202.2	\$529,443.0	\$100,759.2	\$188,147.0	\$173,984.5	\$14,162.5	\$1,075,208.4	\$1,412,319.4	\$262,888.9
Alabama	4,533.0	3,827.7	705.4	1,325.3	1,230.8	94.5	11,656.3	10,125.3	1,531.0
Arizona	1,028.3	902.9	125.4	329.2	314.4	14.8	2,758.7	2,482.6	276.1
Arkansas	1,700.8	1,497.8	203.0	492.6	479.2	13.5	4,748.2	3,859.0	889.1
California (2 districts)	30,453.9	34,317.7	5,136.2	12,162.4	11,610.1	552.3	99,633.1	88,321.3	11,311.8
Colorado	3,721.8	3,222.7	499.2	1,146.0	1,070.9	75.2	9,656.8	8,539.9	1,116.9
Connecticut	12,153.2	10,321.6	1,831.6	3,394.7	3,172.8	221.9	31,801.8	27,616.8	4,185.0
Delaware	3,320.1	2,781.2	538.9	1,117.9	995.8	122.1	9,444.6	7,747.2	1,697.5
Florida	4,478.0	3,911.1	566.9	1,319.3	1,230.2	89.2	12,186.2	9,827.5	2,358.6
Georgia	6,285.9	5,285.1	1,000.8	1,722.5	1,718.8	3.7	17,755.6	13,653.4	3,722.2
Hawaii	1,329.6	1,154.5	175.1	336.2	318.2	18.0	3,571.2	2,827.5	743.7
Idaho	1,079.9	953.9	125.9	373.5	368.0	5.5	2,908.0	2,626.6	281.3
Illinois (2 districts)	58,142.8	49,120.3	9,022.5	17,120.7	15,593.8	1,526.8	168,559.9	131,530.4	37,029.6
Indiana	11,051.7	9,527.7	1,523.9	3,788.4	3,639.6	148.8	29,012.8	25,727.0	3,285.9
Iowa	5,812.4	5,038.7	773.7	1,740.0	1,624.5	115.5	14,650.1	13,018.9	1,631.5
Kansas	3,130.6	2,566.8	563.8	1,040.7	948.9	91.8	9,103.8	6,878.6	2,225.2
Kentucky	5,024.0	4,056.6	967.4	1,533.2	1,338.6	194.6	12,952.8	10,728.7	2,224.1
Louisiana	4,816.4	4,128.6	687.7	1,436.0	1,353.9	82.0	11,996.3	10,566.6	1,429.7
Maine	2,568.5	2,231.0	337.5	742.3	718.9	23.4	6,542.7	5,834.8	707.9
Maryland (including District of Columbia)	11,643.3	9,620.7	2,022.6	3,704.7	3,396.8	307.8	29,875.7	25,252.6	4,623.1
Massachusetts	28,368.9	24,174.1	4,194.8	8,330.2	7,962.1	368.1	73,662.7	64,374.6	9,288.2
Michigan	35,051.3	29,840.5	5,210.9	10,032.0	9,346.9	685.0	96,153.4	84,563.0	11,590.4
Minnesota	9,672.4	8,152.1	1,520.2	2,721.6	2,516.6	204.9	25,096.0	21,074.1	4,021.8
Mississippi	1,519.4	1,340.5	178.9	461.0	450.3	10.7	3,815.8	3,450.4	365.4
Missouri (2 districts)	17,204.4	14,436.7	2,767.7	5,622.2	5,122.6	499.6	49,454.5	38,056.0	11,398.5
Montana	1,147.1	1,010.6	136.4	384.8	357.2	27.6	3,250.2	2,648.7	601.5
Nebraska	3,163.3	2,616.3	547.0	992.3	890.5	101.8	9,006.4	6,774.4	2,232.0
Nevada	444.9	350.8	94.0	161.4	135.6	25.7	1,713.6	1,359.1	354.5
New Hampshire	1,773.7	1,558.3	215.5	623.9	592.4	31.4	4,518.0	4,066.4	451.6
New Jersey (2 districts)	22,784.9	19,593.8	3,191.2	6,763.8	6,349.7	414.1	87,972.9	50,928.7	7,044.1
New Mexico	649.7	577.9	71.8	220.2	216.7	3.6	1,676.7	1,538.6	138.2
New York (6 districts)	147,056.6	117,107.3	29,949.3	43,970.3	38,523.3	5,447.0	383,912.1	308,609.8	75,302.3
North Carolina	7,513.7	6,484.3	1,029.4	2,296.5	2,162.8	133.6	19,059.1	16,785.1	2,274.1
North Dakota	572.6	511.5	61.1	203.4	202.3	1.1	1,563.2	1,325.8	237.4
Ohio (4 districts)	40,008.2	34,120.7	5,887.4	12,230.7	11,391.9	838.8	108,829.4	95,139.7	13,689.7
Oklahoma	5,948.8	5,185.5	763.3	1,732.1	1,618.3	113.8	15,481.8	13,636.6	1,845.2
Oregon	4,099.1	3,557.0	542.1	1,364.8	1,319.4	45.4	10,564.1	9,374.7	1,189.4
Pennsylvania (3 districts)	58,092.2	49,604.2	8,487.9	16,034.7	15,054.7	980.0	155,211.2	136,185.9	19,025.3
Rhode Island	4,184.6	3,613.0	571.6	1,224.4	1,173.9	50.5	11,033.3	10,099.6	933.6
South Carolina	2,954.6	2,558.4	396.1	830.0	771.5	58.5	7,592.1	6,837.6	754.5
South Dakota	622.2	602.7	59.5	204.4	194.3	10.0	1,595.8	1,492.2	103.6
Tennessee	5,782.3	4,935.9	846.4	1,586.5	1,520.3	66.2	14,691.9	12,779.5	1,912.4
Texas (2 districts)	15,499.0	13,016.9	2,482.0	4,949.1	5,028.9	4-79.8	39,157.3	34,689.3	4,468.1
Utah	1,465.5	1,283.6	181.8	436.3	428.8	7.5	3,807.5	3,405.7	401.7
Vermont	1,033.0	891.5	141.5	333.1	326.4	6.7	2,706.6	2,405.1	301.5
Virginia	6,454.7	5,447.2	1,007.5	1,895.2	1,772.7	122.6	15,961.6	13,728.2	2,233.4
Washington (including Alaska)	7,343.0	6,357.6	985.4	2,204.7	2,085.2	119.5	20,758.9	16,563.7	4,195.2
West Virginia	5,283.5	4,593.0	690.6	1,506.6	1,429.6	77.0	13,947.5	12,436.2	1,511.3
Wisconsin	12,668.8	10,995.0	1,673.8	3,689.0	3,512.8	176.2	33,007.1	29,505.7	3,501.4
Wyoming	565.6	499.3	66.4	180.1	172.5	7.7	1,603.2	1,322.6	280.6

¹ Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939. Amendments to the Social Security Act approved Aug. 10, 1939, permit citation of subchs. A and C as "Federal Insurance Contributions Act" and "Federal Unemployment Tax Act," respectively. Data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore differ slightly from the tax receipts in table 3, which are based on the Daily Statement of the U. S. Treasury. The amounts listed in this table represent collections made in internal revenue collection districts in the respective States and covered into the U. S. Treasury. The amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

² Taxes effective Jan. 1, 1937, based on wages for employment as defined in

ch. 9, subch. A, sec. 1426, of the Internal Revenue Code, payable by both employer and employee.

³ Taxes effective Jan. 1, 1936, based on wages for employment as defined in ch. 9, subch. C, sec. 1607, of the Internal Revenue Code, payable by employers only. The amounts here recorded represent taxes paid after deduction of credits for amounts paid into State unemployment funds. During part of period prior to fiscal year 1938–39 employers were not able to claim credit in States in which the unemployment compensation law had not yet been certified by the Social Security Board.

⁴ Minus figure represents transfer resulting from insurance contributions incorrectly reported as unemployment taxes.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

and corporation tax collections are based on taxable income of the previous year, whereas the receipts of October 1938 were based on the relatively better conditions prevailing in 1937. Social security taxes amounted to 10.6 percent of total receipts during July-October 1939 and 9.5 percent in the corresponding period of 1938-39. This increase in percentage is due both to the increase in social security taxes and to the decrease in other Federal tax receipts as compared with last year.

Although Federal expenditures in October 1939 were less than those of last year, the amount expended since the beginning of the current fiscal year, including transfers to the old-age reserve account, exceeded expenditures for the corresponding period of 1938-39 by 7.2 percent. Social security expenditures amounting to \$320

million for the first 4 months of the current fiscal year represented 10.1 percent of total expenditures.

The maintenance of expenditures at a relatively high level and the decline in receipts resulted in an excess of total Federal expenditures over total receipts during October of \$442 million, bringing the total excess for the fiscal year to \$1,409 million. This excess is reflected in the rise in the public debt from \$40,440 million as of June 30, 1939, to \$41,036 million as of October 31, 1939. Except for the amounts made available to the Treasury by the investment of social security and other governmental trust funds, no substantial new financing took place during September, because of the unsettled condition of the Government bond market occasioned by the outbreak of the war in Europe. In October the market regained some of the earlier losses and became more stable.

Table 5.—Status of the unemployment trust fund,¹ by fiscal years, 1935-39, and by months, July 1938-October 1939

[In thousands]

Fiscal year and month	Total assets (at end of period)	Certifi- cates of indebted- ness ²	Unex- pended balance (at end of period)	State accounts				Railroad unemployment insurance account				
				Deposits	Interest credited	With- drawals	Balance (at end of period)	Advances from appropri- ation ³	Transfers from State accounts	Deposits	Benefit pay- ments	Balance (at end of pe- riod)
Cumulative through October 1939.....	\$1,413,866	\$1,370,000	\$43,866	\$2,133,066	\$44,991	\$776,462	\$1,401,596	\$15,000	\$599		\$3,329	\$12,270
Total, 1935-36.....	18,949	18,909	40	18,858	92		18,949					
Total, 1936-37.....	312,389	293,386	94	291,703	2,737	1,000	312,389					
Total, 1937-38.....	884,247	559,705	12,247	747,660	15,172	190,975	884,247					
Total, 1938-39.....	1,280,539	395,000	13,539	811,251	26,837	441,795	1,280,539					
1938												
July.....	883,763	0	11,763	35,486	0	35,970	883,763					
August.....	962,382	82,000	8,382	131,334	0	82,715	962,382					
September.....	957,739	-4,000	7,739	35,372	30	40,045	957,739					
October.....	956,167	-14,000	20,167	38,020	103	39,695	956,167					
November.....	1,054,796	96,000	22,796	125,069	0	26,440	1,054,796					
December.....	1,072,283	32,000	8,283	36,922	0	19,435	1,072,283					
1939												
January.....	1,080,563	10,000	15,563	38,740	11,858	33,318	1,080,563					
February.....	1,201,885	111,000	16,885	148,330	0	36,008	1,201,885					
March.....	1,192,019	0	7,019	33,964	74	43,905	1,192,019					
April.....	1,184,600	-13,000	12,600	33,523	88	41,030	1,184,600					
May.....	1,289,600	108,000	9,600	137,081	0	32,081	1,289,600					
June.....	1,280,539	-13,000	13,539	17,409	14,683	41,153	1,280,539					
Total, 1939-40 through October.....	1,413,866	103,000	43,866	263,595	154	142,692	1,401,596	15,000	\$599		3,329	12,270
July.....	1,296,804	-14,000	43,804	42,648	15	41,581	1,281,620	15,000	\$253		69	15,184
August.....	1,410,443	129,000	28,448	154,173	0	39,754	1,396,039	0	\$91		865	14,410
September.....	1,383,531	-19,000	20,531	12,748	104	28,497	1,370,393	0	0		1,271	13,139
October.....	1,413,866	7,000	43,866	64,027	35	22,859	1,401,596	0	\$255		1,124	12,270

¹ Beginning July 1939, the unemployment trust fund contains a separate book account for the railroad unemployment insurance account in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes such unemployment benefit payments as are certified by the Railroad Retirement Board. The trust fund continues as heretofore the separate accounts for each State agency in which are held all moneys deposited by State agencies from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments. Adjustments for prior periods are made only currently; data may differ slightly, therefore, from those for corresponding periods reported elsewhere.

² Minus figures represent sale of certificates.

³ Advanced to railroad unemployment insurance account, pursuant to sec. 10(d) of the Railroad Unemployment Insurance Act of June 25, 1938. Such amounts advanced to be repaid on or before Jan. 1, 1941.

⁴ These amounts were certified by the Social Security Board to the Secretary of the Treasury on behalf of the State of Connecticut for payment into the railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act. See table 9, footnote 7.

Source: Daily Statement of the U. S. Treasury.

The first major Federal financing since the outbreak of the European war was the refunding of guaranteed Commodity Credit Corporation notes which matured November 2. The terms of the new offering reflected the increased yield on Government securities carrying an interest rate of 1 percent, as compared with the rate of $\frac{3}{4}$ percent on the maturing securities.

The December 15 refunding operations, which usually would have taken place in September, were postponed until the latter part of October, when 1-percent Treasury notes were offered in exchange for the maturing obligations. This was followed by a \$250-million note issue for the Reconstruction Finance Corporation and a 2-percent Treasury bond issue to raise \$500 million new cash. In October and November the Treasury successfully carried through nearly \$1.5 billion of direct and agency financing.

Unemployment Trust Fund

Table 5 shows the status of the unemployment trust fund, consisting of the accounts to the credit of the State agencies and of the railroad unemployment insurance account. The total assets of the fund as of October 31, 1939, amounted to \$1,414 million, of which \$44 million was held as an unexpended cash balance. A year earlier the total assets were \$956 million.

State deposits in October amounted to \$54.0 million, an unusually large amount for the first month of a quarter. State withdrawals totaling \$22.9 million, on the other hand, were the smallest for the first month of any quarter in 1938 or 1939, despite the continued increase in the number of States paying benefits during the period. The excess of receipts over withdrawals in October resulted in a net addition of \$24 million in the cash balance of the State accounts and of \$7.0 million in investments. Investments are exclusively in the form of unemployment trust fund certificates of indebtedness, bearing a 2.5-percent interest rate. Accrued interest amounting to \$35,000 on investments sold during the month was credited to the fund.

The major source of funds of the railroad unemployment insurance account is still the original advance from the Treasury of \$15.0 million. Certifications by the Social Security Board to the Treasury on behalf of the State of Connecticut have totaled \$599,000 to date, of which \$255,000

was made in October. Benefit payments from the railroad unemployment insurance account during October amounted to \$1.1 million, slightly less than those of a month ago, leaving a balance at the end of the month of \$12.3 million.

Deposits, withdrawals, and interest by States are shown on page 48, table 10. Withdrawals by States from their accounts are based on estimates of anticipated benefit payments. The number of States making such withdrawals increased steadily from January 1938 as additional States began benefit payments. Prior to that time only Wisconsin paid benefits. By July 1939 all States were on a benefit-paying basis.

Despite the fact that increasing numbers of States have been paying benefits since 1938, there is a surprisingly small increase in the total amount of withdrawals during the period. The peak monthly withdrawal occurred in August 1938, coinciding with the initial payments by three States in July 1938 and the heavy unemployment compensation load in Michigan. It may be concluded in the light of other indexes that unemployment in industries covered by the unemployment compensation programs was decreasing during this period.

Chart III shows the four series of unemployment estimates. Since the basic data and general method are the same for all four estimates, the movements of the series are, in general, similar. Whenever a sharp increase or a sharp decrease in unemployment occurs, the lines tend to converge because changes in direction can be measured with greater accuracy than the absolute volume of unemployment. This convergence is apparent in the sharp downward movement of all the curves since May 1939. It should be noted that the estimates prepared by the Alexander Hamilton Institute recently have been revised from 1935 on, to take into consideration the recent adjustment of the Bureau of Labor Statistics index of employment, in line with the 1937 Census of Manufactures.

Railroad Retirement Account

The status of the railroad retirement account as of the end of October 1939 is shown in table 6. Transfers from appropriation to the trust fund amounted to \$10 million during October and to \$57.2 million for the current fiscal year. During the month, no new 3-percent special Treasury notes were acquired; hence, the total acquired

during the current fiscal year remained at \$10 million. The \$10 million transferred in October to the trust fund was deposited with the disbursing officer for benefit payments; total deposits for the fiscal year amounted to \$49.1 million. At the end of October the amount held in cash with the disbursing officer was \$14.4 million, and the balance in the trust fund was \$3,508.

General Economic Conditions

The confusion resulting from increased activity in the commodity markets early in September has abated, and the first buying rush has slackened, although the rise in employment and business activity indexes has been maintained. The Department of Agriculture index of prices received by farmers showed little change, dropping from 98 to 97 during October. The index of agricultural marketings during October, compiled by the Department of Commerce, showed a seasonal increase from 120 to 125. Moody's spot commodity index declined from 168.7 to 163.8.

Stock-market activity rose slightly during October, the largest fluctuations being registered by war-industry stocks. The Dow-Jones index of industrial stock prices rose from 150.72 in September to 152.15 in October. The volume of trading, which had decreased from the early September high of 17.5 million shares during the week of September 9, decreased to 3.2 million for the week of October 14 but averaged about 6.6 million for the 3 succeeding weeks. Bond prices rose; the Dow-Jones index of bond prices was 88.11 in September and 89.95 in October.

Those industries in which the war activity has had its greatest effect are shown by the seasonally adjusted Federal Reserve Board index of industrial production and its component parts. The total index rose from 111 to 120 during October. Durable-goods activity showed a large change from 103 to 122, reflecting the anticipated orders of armaments abroad and preparations for increased defense orders at home.

Of the regionalized industries, activity in the

Table 6.—Status of the railroad retirement account as of June 30, 1938, and by months, July 1938–October 1939¹

Year and month	Appropriation balance on first of month ²	Transfers from appropriation to trust fund	Cancellations and repayments ³	Interest received by trust fund	3-percent special Treasury notes acquired ⁴	Deposits with disbursing officer for benefit payments	Benefit payments issued by disbursing officer ⁵	Cash with disbursing officer at end of month	Balance in trust fund at end of month
Cumulative through June 1938.....	\$93,692	\$141,803,720	\$27,360	\$1,410,821	\$66,200,000	\$86,900,000	\$80,491,156	\$1,014,899	\$140,027
1938									
July.....	118,343,692	22,000,000	2,876	-----	2,000,000	20,000,000	8,115,367	12,890,531	142,903
August.....	96,343,692	9,500,000	37,213	-----	1,500,000	8,000,000	8,402,865	12,496,665	180,117
September.....	86,843,692	11,500,000	9,397	-----	1,500,000	10,000,000	8,567,162	13,929,503	189,514
October.....	75,343,692	11,500,000	12,358	-----	1,500,000	10,000,000	8,706,770	15,222,732	201,873
November.....	63,843,692	16,500,000	4,801	-----	1,500,000	15,000,000	8,856,363	21,366,368	206,674
December.....	47,343,692	16,500,000	3,717	-----	1,500,000	15,000,000	8,813,153	27,553,215	210,391
1939									
January.....	30,843,692	1,500,000	1,124	-----	1,500,000	-----	8,750,817	18,802,397	211,516
February.....	29,343,692	-----	411	-----	-----	-----	9,043,924	9,758,472	211,928
March.....	29,343,692	18,000,000	1,735	-----	-----	18,000,000	9,109,816	18,648,655	213,693
April.....	11,343,692	-----	14,642	-----	-----	213,663	9,172,486	9,689,832	14,642
May.....	11,343,692	93,692	2,100	296,301	-10,000,000	10,359,993	9,097,189	10,952,636	16,743
June.....	11,250,000	(*)	3,260	1,935,575	-----	-----	9,029,007	1,923,629	1,955,579
Cumulative through June 1939.....	11,250,000	248,897,412	121,000	3,612,698	67,200,000	193,473,656	186,156,083	1,923,629	1,955,579
July.....	131,400,000	21,900,000	1,743	-----	1,900,000	20,000,000	9,059,584	12,864,044	1,957,322
August.....	109,500,000	18,100,000	1,465	-----	8,100,000	10,000,000	9,017,619	13,846,424	1,958,788
September.....	91,400,000	7,150,000	2,845	-----	-----	9,109,987	9,192,396	13,764,016	1,646
October.....	84,250,000	10,000,000	1,861	-----	-----	10,000,000	9,395,427	14,368,588	3,508
Cumulative through October 1939.....	74,250,000	306,047,412	128,916	3,612,698	77,200,000	242,583,644	222,821,111	14,368,588	3,508

¹ The railroad retirement account was created by the Railroad Retirement Act of 1937. An act approved July 1, 1937, appropriated to the account the unexpended balance of the \$46,620,000 which had been appropriated for the year 1936-37 for the payment of benefits under the 1935 act, and provided that all benefit payments made from that appropriation prior to July 1, 1937, be considered as having been made from the railroad retirement account. Cents omitted. For monthly figures July 1936-June 1938, and for an explanation of the derivation of balances, see the *Bulletin*, July 1939, p. 6, table 2.

² Balance as of fiscal years is balance on last day of June. Balance as of July 1 includes appropriation for new fiscal year: \$118,250,000 for 1938-39, and \$120,150,000 for 1939-40.

³ Includes checks canceled by the General Accounting Office and repayments on account of improper payments to claimants. Checks returned to disbursing officer and canceled by him are not included. (See footnote 5.) Cancellations and repayments are treated as additions to trust fund.

⁴ Minus item represents sale of notes.

⁵ On basis of checks issued by disbursing officer less checks canceled by disbursing officer, total benefit payments are \$8.6 million less than total on basis of vouchers certified to the Secretary of the Treasury for payment, as shown on p. 79, table 3, since checks drawn by disbursing officer as of first of a month are certified to the Secretary of the Treasury and numbered on books of the Railroad Retirement Board in latter part of preceding month.

⁶ Transfer of \$3,720 balance from 1935 act appropriation shown on Daily Statement of the U. S. Treasury in June was taken account of in prior fiscal year on books of the Railroad Retirement Board.

Source: Railroad Retirement Board, Bureau of General Control, Division of Finance.

steel industry shows the greatest impact of the present upswing. Pig-iron production went from 101 to 119, and steel ingots from 123 to 160.

Steel activity, as measured by percent of capacity, reached unprecedented levels, rising from 87.5 for the week of October 7 to 91.0 for the week of

Table 7.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal years 1938-39 and 1939-40¹

[In thousands]

State	Fiscal year 1938-39, total grants	Fiscal year 1939-40 through October								
		Total grants	Federal Security Agency					Department of Labor		
			Social Security Board				United States Public Health Service	Children's Bureau		
			Old-age assistance	Aid to dependent children	Aid to the blind	Unemploy- ment com- pensation ad- ministration ²		Public- health work	Maternal and child- health services	Services for crippled children
Total, all participating States.....	\$321,985.3	\$132,346.0	\$79,354.7	\$12,930.9	\$2,063.8	\$30,004.6	\$3,999.1	\$1,909.8	\$1,412.7	\$670.3
Alabama.....	2,308.1	979.6	319.0	98.7	7.7	296.0	142.3	56.5	38.8	20.5
Alaska.....	304.5	142.7	64.8	(³)	(³)	23.4	19.0	23.6	5.8	6.1
Arizona.....	2,017.7	800.2	445.5	116.1	18.1	126.0	30.7	36.0	18.0	12.6
Arkansas.....	1,618.9	697.0	257.1	57.9	10.9	195.8	85.7	35.3	34.4	19.9
California.....	27,847.0	13,442.7	9,905.2	717.9	519.0	2,095.4	119.8	48.2	15.9	21.4
Colorado.....	7,214.4	3,101.8	2,486.4	256.6	43.4	224.2	28.3	27.9	27.0	8.0
Connecticut.....	3,824.9	1,805.0	1,094.1	(³)	9.1	598.5	82.9	24.7	15.5	10.1
Delaware.....	525.4	233.6	62.3	22.9	(³)	106.3	15.9	15.9	2.6	7.6
District of Columbia.....	1,267.9	603.2	216.8	61.0	14.2	248.5	35.1	17.0	6.6	4.0
Florida.....	3,929.9	1,765.7	1,133.1	106.3	73.7	306.7	78.9	30.3	25.7	11.0
Georgia.....	3,314.0	1,249.4	431.8	129.0	21.8	398.3	137.0	71.7	39.4	23.5
Hawaii.....	532.9	253.1	52.6	60.7	2.3	71.8	31.0	19.2	9.6	5.8
Idaho.....	2,015.1	690.9	363.0	101.5	12.7	134.7	34.9	22.7	13.1	8.5
Illinois.....	15,678.9	8,910.4	6,942.5	(³)	(³)	1,618.1	153.6	72.6	98.4	25.1
Indiana.....	10,072.8	4,276.8	2,380.3	647.5	102.6	946.2	102.4	34.2	38.7	24.8
Iowa.....	7,899.8	2,731.0	2,169.0	(³)	82.7	329.8	88.2	23.1	28.5	9.7
Kansas.....	4,323.9	1,558.9	945.1	232.3	43.1	198.9	61.1	52.5	7.7	18.1
Kentucky.....	3,290.1	1,415.8	811.0	(³)	(³)	380.2	123.6	40.4	41.6	19.1
Louisiana.....	4,321.6	1,661.6	659.5	449.0	25.9	375.8	85.9	47.9	17.5	(³)
Maine.....	2,713.7	985.1	560.0	66.7	58.0	232.6	31.2	25.0	6.8	4.8
Maryland.....	4,280.9	1,617.3	626.8	380.9	28.6	453.1	61.9	33.2	20.1	12.7
Massachusetts.....	19,177.3	6,515.2	4,554.8	510.9	51.0	1,211.2	121.1	34.0	29.7	2.5
Michigan.....	13,690.3	5,935.2	3,350.4	689.7	48.3	1,607.3	140.7	42.3	51.0	5.4
Minnesota.....	11,253.7	3,955.3	2,819.4	332.8	43.3	563.4	84.9	33.9	30.6	17.0
Mississippi.....	1,575.9	704.3	309.9	(³)	9.2	176.9	116.3	46.7	15.4	29.9
Missouri.....	10,890.5	4,214.4	3,013.9	304.2	(³)	722.1	73.6	32.9	46.4	21.3
Montana.....	2,208.3	797.9	466.8	89.0	6.5	156.0	26.7	28.8	16.8	7.3
Nebraska.....	4,091.6	1,300.9	849.0	172.2	22.4	183.3	24.3	14.8	19.8	5.2
Nevada.....	566.1	257.9	148.1	(³)	(³)	74.5	14.0	15.8	.8	4.7
New Hampshire.....	1,104.9	821.9	265.1	33.3	17.9	148.5	33.2	11.4	5.1	7.4
New Jersey.....	6,862.1	3,499.8	1,516.2	447.5	37.8	1,315.5	89.9	37.7	42.1	13.2
New Mexico.....	839.2	355.4	101.6	52.8	6.4	88.8	38.9	42.1	16.8	7.9
New York.....	30,902.8	11,703.9	5,275.5	1,745.9	130.0	4,174.9	226.5	88.7	53.6	8.9
North Carolina.....	4,553.0	1,832.5	764.9	193.5	62.3	518.9	153.8	59.9	54.4	24.8
North Dakota.....	1,456.1	564.8	302.6	84.0	4.5	80.2	37.7	19.4	21.5	8.9
Ohio.....	19,589.5	7,891.5	5,493.5	557.2	171.3	1,366.6	168.6	67.0	40.7	26.6
Oklahoma.....	9,465.1	3,606.4	2,696.6	325.3	75.4	328.2	85.1	44.5	36.9	14.4
Oregon.....	3,656.3	1,416.6	885.5	83.1	23.4	329.9	28.3	26.0	32.4	8.9
Pennsylvania.....	22,221.6	10,195.4	4,223.6	2,334.4	(³)	3,297.3	213.6	57.7	54.0	14.7
Rhode Island.....	1,808.7	646.5	199.0	45.6	(³)	339.7	32.3	14.7	8.7	6.5
South Carolina.....	2,340.9	1,134.5	609.3	111.4	25.0	278.9	112.4	53.2	25.9	18.3
South Dakota.....	2,531.8	644.1	500.1	(³)	8.8	54.1	33.7	23.3	14.4	9.7
Tennessee.....	4,063.8	1,696.1	783.7	259.1	37.6	401.0	121.2	45.3	25.4	22.7
Texas.....	11,843.9	4,599.5	3,179.8	(³)	(³)	1,040.5	170.9	98.8	81.2	28.3
Utah.....	2,756.4	980.0	613.1	134.8	10.9	149.0	31.1	19.2	11.0	11.0
Vermont.....	877.9	354.3	175.8	14.8	5.1	94.2	23.5	25.4	8.1	7.2
Virginia.....	1,954.7	1,069.9	334.9	74.5	22.7	419.3	111.5	44.5	43.0	19.4
Washington.....	7,352.7	2,638.5	1,828.7	219.5	62.3	428.5	43.9	17.3	26.2	12.0
West Virginia.....	3,551.8	1,319.3	486.1	205.4	29.0	463.0	41.3	53.4	27.2	13.8
Wisconsin.....	8,797.1	2,765.7	1,630.0	374.6	70.3	514.3	59.2	39.0	59.3	19.0
Wyoming.....	729.7	307.0	150.7	33.3	8.4	83.4	11.3	14.2	5.7	(³)

¹ Excludes Federal funds for vocational rehabilitation under title V, pt. 4, which are not segregated from other Federal funds provided for similar purposes. For any given period, amounts in this table may differ from those in tables 8 and 9, since amounts certified by the Board are attributed to quarter for which they were provided. The Board may certify amounts to be granted for current period of operation, for future periods, or for prior periods in which programs approved by the Board were in effect. Payments, therefore, are not necessarily made within period for which funds are certified.

² Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program; as of Oct. 31, 1939, such grants had been made to all 51 jurisdictions.

³ No plan approved by the Social Security Board.

⁴ No plan approved by the Chief of the U. S. Children's Bureau.

Source: Compiled from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

November 4. New steel business, representing orders for 1940 delivery, declined in the past weeks but held at a level higher than anticipated. Backlogs of orders are still high, though their volume will be reduced substantially by the end of the year.

Automobile production decreased from 85 to 81 during October with the strike in the Chrysler plants as a major factor. Total automobile factory sales, however, are estimated by the

Automobile Manufacturers Association to have increased almost 70 percent during October and were more than 50 percent greater than October sales in 1938. This rise occurred in spite of a decrease in sales to foreign markets. Plate-glass production, which is closely related to automobile activity, rose from 165 to 222.

In contrast to the large increases in durable-goods manufactures, nondurable-goods activity leveled off, remaining at 117 during October,

Table 8.—Federal grants to States for public assistance: Advances authorized and certified¹ by the Social Security Board to the Secretary of the Treasury for the fiscal year 1938-39 and the first and second quarters of the fiscal year 1939-40, as of Nov. 30, 1939²

[In thousands]

State	Advances certified for fiscal year 1938-39			Advances authorized and certified for first quarter of fiscal year 1939-40			Advances authorized and certified for second quarter of fiscal year 1939-40		
	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind
Total.....	\$208,050.6	\$30,496.9	\$5,235.7	\$55,230.7	\$8,529.5	\$1,400.2	\$54,331.3	\$8,881.6	\$1,400.2
Alabama.....	925.8	364.1	24.5	178.9	52.9	3.2	230.3	80.6	7.1
Alaska.....	163.2	(³)	(³)	48.7	(³)	(³)	47.5	(³)	(³)
Arizona.....	1,083.9	299.2	42.5	304.2	99.0	13.3	358.9	82.8	14.2
Arkansas.....	675.7	139.7	23.2	189.0	43.6	8.9	187.8	41.2	7.6
California.....	22,482.1	1,633.7	1,140.6	5,989.8	413.6	314.7	6,024.7	467.1	313.3
Colorado.....	5,936.5	563.0	108.5	1,595.3	165.8	27.2	1,446.7	143.7	25.2
Connecticut.....	2,503.0	(³)	17.2	658.5	(³)	6.6	684.3	(³)	8.0
Delaware.....	168.9	64.8	(³)	44.4	14.7	(³)	46.6	18.0	(³)
District of Columbia.....	486.7	169.9	34.9	131.9	42.8	8.9	133.7	32.0	8.5
Florida.....	2,973.7	169.4	171.2	678.0	73.3	45.2	701.4	57.7	44.1
Georgia.....	1,675.2	412.2	80.3	264.6	75.3	13.6	266.3	81.5	13.7
Hawaii.....	133.8	134.1	1.1	34.0	39.0	1.4	29.0	32.3	1.4
Idaho.....	1,178.7	30.6	39.0	263.5	75.0	10.2	270.3	78.0	9.1
Illinois.....	14,768.6	(³)	(³)	4,156.2	(³)	(³)	4,231.2	(³)	(³)
Indiana.....	5,776.9	1,750.1	286.9	1,738.3	450.1	77.5	1,789.5	480.2	76.1
Iowa.....	6,248.9	(³)	166.9	1,617.6	(³)	47.6	1,669.6	(³)	53.0
Kansas.....	2,677.3	552.7	115.8	693.2	176.5	30.5	731.2	176.5	32.8
Kentucky.....	2,351.5	(³)	(³)	609.1	(³)	(³)	614.8	(³)	(³)
Louisiana.....	1,886.6	979.6	60.4	474.7	320.4	19.3	497.4	354.6	20.2
Maine.....	1,534.0	196.0	178.1	397.5	49.8	44.5	437.6	50.2	42.5
Maryland.....	1,908.9	1,070.3	79.5	483.7	293.4	22.2	493.6	273.3	21.4
Massachusetts.....	12,708.5	1,440.5	132.7	3,396.5	313.5	40.1	3,405.4	290.7	37.3
Michigan.....	8,193.5	1,550.0	75.4	2,149.8	448.8	27.6	1,873.3	410.9	26.2
Minnesota.....	8,297.7	813.1	111.6	2,250.1	253.3	31.3	2,185.6	253.2	33.0
Mississippi.....	793.5	(³)	15.0	227.8	(³)	5.8	232.6	(³)	7.2
Missouri.....	7,887.3	757.4	(³)	2,259.0	195.9	(³)	2,227.2	226.4	(³)
Montana.....	1,528.2	247.9	4.9	354.2	67.5	5.0	348.4	65.6	4.8
Nebraska.....	2,752.7	528.9	74.9	643.2	120.2	19.6	633.9	129.2	15.5
Nevada.....	348.6	(³)	(³)	89.2	(³)	(³)	93.4	(³)	(³)
New Hampshire.....	574.9	52.4	37.8	162.2	19.7	10.9	162.3	19.6	10.9
New Jersey.....	3,213.0	1,228.1	84.3	927.9	344.5	22.7	928.9	219.3	23.1
New Mexico.....	276.0	136.8	17.7	69.9	39.7	4.6	80.9	39.6	5.0
New York.....	14,886.7	4,047.0	320.3	3,887.9	1,107.7	91.7	4,026.4	1,354.2	100.1
North Carolina.....	1,564.1	549.8	174.8	578.4	146.4	47.9	560.3	144.7	44.5
North Dakota.....	806.5	201.9	8.6	213.6	72.2	2.9	233.5	63.3	3.5
Ohio.....	15,392.0	1,462.2	471.2	4,046.0	360.6	111.4	4,236.4	320.9	94.7
Oklahoma.....	5,426.7	657.3	171.4	1,922.5	216.7	53.5	2,077.2	253.3	57.7
Oregon.....	2,535.5	230.6	70.7	614.4	56.4	16.6	670.3	58.4	16.6
Pennsylvania.....	11,380.1	3,478.8	(³)	2,630.1	1,227.0	(³)	2,827.1	1,437.4	(³)
Rhode Island.....	738.5	160.9	(³)	196.0	42.8	(³)	201.6	46.8	(³)
South Carolina.....	1,122.7	285.7	48.8	307.5	62.8	14.5	306.7	68.9	15.7
South Dakota.....	2,088.7	(³)	23.6	396.9	(³)	6.5	353.8	(³)	6.4
Tennessee.....	1,927.2	796.8	138.4	524.2	199.5	28.2	649.6	191.8	28.0
Texas.....	9,916.8	(³)	(³)	2,669.5	(³)	(³)	1,070.3	(³)	(³)
Utah.....	1,762.8	328.6	31.0	440.5	107.7	6.8	458.4	103.0	8.1
Vermont.....	506.9	46.2	15.5	123.4	14.8	5.1	131.8	15.4	4.9
Virginia.....	554.8	94.1	53.6	194.3	48.3	12.6	232.7	41.7	17.6
Washington.....	5,125.6	694.8	181.0	1,324.8	161.2	45.2	1,370.7	160.5	45.5
West Virginia.....	1,580.5	591.6	79.1	346.7	139.3	21.6	352.0	149.4	21.3
Wisconsin.....	5,826.1	1,236.0	277.5	1,610.4	352.1	66.9	1,686.5	406.7	71.7
Wyoming.....	414.6	78.1	25.3	119.9	25.7	6.2	109.8	24.0	5.9

¹ This table is not comparable to tables showing amount of obligations incurred for payments to recipients, which include payments to recipients from Federal, State, and local funds but exclude administrative expense.

² For data for fiscal year 1937-38, see the *Bulletin*, December 1938, p. 75.

³ No plan approved by the Social Security Board for period covered in this column.

Source: Social Security Board, Bureau of Accounts and Audits.

Table 9.—Federal grants to States for administration of unemployment compensation laws and State employment services: ¹ Advances authorized and certified ² by the Social Security Board to the Secretary of the Treasury for the fiscal year 1938-39 and the first and second quarters of the fiscal year 1939-40, as of Nov. 30, 1939 ³

[In thousands]

State	Unemployment compensation administration			Employment service administration						
				Under the Social Security Act			Under the Wagner-Peyser Act ¹			
	Fiscal year 1938-39	First quarter, fiscal year 1939-40	Second quarter, fiscal year 1939-40	Fiscal year 1938-39	First quarter, fiscal year 1939-40	Second quarter, fiscal year 1939-40	Fiscal year 1938-39 ⁴	Fiscal year 1939-40		
								Apportionments authorized ⁵	Certifications	
									First quarter	Second quarter
Total.....	\$38,542.5	* \$12,470.5	\$6,832.4	\$20,218.8	* \$7,428.3	\$3,769.1	\$126.6	* \$3,246.2	\$794.4	\$800.0
Alabama.....	421.7	96.5	85.5	245.3	55.9	58.1	1.9	69.4	16.3	16.3
Alaska.....	30.2	9.7	7.6	9.4	3.3	2.8	0	10.1	2.5	2.5
Arizona.....	182.4	* 78.6	0	99.4	* 47.4	0	.4	11.4	3.1	3.4
Arkansas.....	232.3	* 142.0	0	115.9	* 53.8	0	2.5	48.6	11.2	11.2
California.....	3,338.2	855.5	808.3	487.6	226.4	203.3	5.7	148.9	37.0	37.3
Colorado.....	247.2	* 146.0	0	146.0	* 78.2	0	.9	27.2	6.3	6.3
Connecticut.....	1,042.0	* 426.0	0	309.5	* 172.6	0	0	42.1	11.5	11.5
Delaware.....	153.9	38.2	39.9	61.1	15.5	12.7	.4	10.5	3.2	3.2
District of Columbia.....	290.3	* 154.1	0	172.7	* 94.4	0	0	0	0	0
Florida.....	334.8	* 189.6	0	160.9	* 114.1	0	1.0	38.5	8.9	8.9
Georgia.....	364.4	109.2	104.7	347.1	93.4	91.0	2.2	76.3	18.8	18.8
Hawaii.....	126.7	34.8	33.2	9.4	2.6	1.2	0	10.7	3.8	3.8
Idaho.....	173.9	* 88.6	0	73.2	* 46.1	0	.6	11.7	2.9	2.9
Illinois.....	950.1	510.0	455.8	402.4	400.2	252.1	6.0	200.1	46.2	46.2
Indiana.....	1,268.5	* 680.4	0	826.9	* 255.9	0	2.7	84.9	21.0	21.0
Iowa.....	424.7	* 202.3	0	231.4	* 127.6	0	2.2	64.8	17.6	17.6
Kansas.....	319.4	* 144.3	0	113.6	* 54.6	0	3.7	49.3	15.0	15.0
Kentucky.....	492.5	153.5	145.0	146.5	49.5	32.2	3.5	68.6	18.0	18.8
Louisiana.....	520.4	* 188.9	0	273.7	* 186.9	0	1.9	55.1	12.7	12.7
Maine.....	353.0	* 177.5	0	122.0	* 55.1	0	.6	20.9	5.0	5.0
Maryland.....	682.8	* 312.5	0	262.8	* 140.6	0	1.2	42.8	10.0	10.0
Massachusetts.....	2,482.4	632.5	544.5	891.6	275.9	227.0	3.0	111.5	26.1	25.4
Michigan.....	2,055.7	492.9	408.4	1,357.4	418.8	287.2	6.1	127.0	32.4	32.1
Minnesota.....	1,006.3	188.7	164.6	453.7	121.2	118.8	1.3	67.2	15.5	15.7
Mississippi.....	238.5	60.6	52.1	114.7	31.9	32.2	1.4	32.7	12.2	12.2
Missouri.....	768.1	227.5	187.4	543.1	146.4	160.8	3.3	95.2	27.5	27.5
Montana.....	118.9	51.1	38.2	4.5	38.7	27.9	1.9	14.1	3.3	1.9
Nebraska.....	194.0	* 101.4	0	140.6	* 81.8	0	2.0	36.1	8.3	8.3
Nevada.....	94.9	23.1	22.6	59.9	16.3	12.5	.3	10.2	2.5	2.5
New Hampshire.....	236.9	* 92.0	0	105.6	* 56.6	0	.4	12.2	3.8	3.8
New Jersey.....	1,448.3	477.4	460.4	571.6	194.5	183.3	3.8	106.0	24.5	27.2
New Mexico.....	113.4	30.7	26.2	80.7	20.5	11.3	.3	11.1	2.6	2.6
New York.....	4,959.2	1,182.2	1,032.3	4,285.2	1,087.3	899.6	8.9	330.2	76.2	76.2
North Carolina.....	859.4	* 308.4	0	290.1	* 210.5	0	2.2	83.2	21.7	21.7
North Dakota.....	77.0	* 37.3	0	76.7	* 48.9	0	.7	17.9	4.1	4.1
Ohio.....	1,895.4	557.1	503.2	457.7	195.3	110.9	6.5	174.3	40.3	54.9
Oklahoma.....	362.6	* 198.2	0	252.0	* 130.0	0	2.2	62.8	14.8	14.8
Oregon.....	489.4	119.5	127.2	165.1	42.6	39.5	.0	25.0	7.5	5.8
Pennsylvania.....	3,653.7	918.2	952.5	3,019.8	765.3	661.4	20.0	252.6	58.3	58.3
Rhode Island.....	623.9	147.8	146.3	92.7	24.8	24.7	.6	18.0	4.2	4.2
South Carolina.....	340.4	92.1	76.7	136.5	56.3	53.3	1.2	45.6	10.5	10.5
South Dakota.....	95.9	* 41.2	0	34.9	* 12.9	0	.5	18.2	4.2	4.2
Tennessee.....	503.8	110.0	107.2	372.1	95.1	88.6	3.5	68.6	15.8	15.8
Texas.....	973.1	* 477.3	0	1,006.5	* 563.1	0	9.5	152.8	42.7	42.7
Utah.....	218.2	* 106.2	0	83.5	* 42.7	0	.3	13.3	3.1	3.1
Vermont.....	146.5	* 61.1	0	64.0	* 33.1	0	.3	10.7	2.5	2.5
Virginia.....	614.1	* 304.9	0	232.0	* 114.5	0	1.8	63.5	15.1	15.1
Washington.....	417.0	142.8	124.8	270.9	82.5	78.4	1.3	41.0	11.2	10.0
West Virginia.....	808.8	* 341.5	0	282.2	* 121.5	0	1.3	45.4	11.3	11.3
Wisconsin.....	684.3	176.7	148.3	405.2	100.2	89.1	2.4	77.1	19.2	19.2
Wyoming.....	113.0	31.0	29.2	51.5	15.0	7.2	1.3	10.5	2.5	2.5

¹ Includes for fiscal year 1939-40 grants under the Wagner-Peyser Act. Such grants are not included in table on grants under the Social Security Act (p. 99). Excludes State and local appropriations to employment service.

² Advances are certified by the Social Security Board to the Secretary of the Treasury for a specified quarter of operation which is not necessarily the period in which certification is made. All grants authorized as of Oct. 31 have been certified with the exception of certain grants authorized under the Wagner-Peyser Act.

³ For data for fiscal year 1937-38, see the *Bulletin*, January 1939, p. 71.

⁴ Includes only grants certified since July 1, 1939.

⁵ Apportionment of \$3 million and reapportionment of unexpended balances of \$246,165, authorized in accordance with secs. 5 and 6 of Wagner-Peyser Act.

⁶ Some grants cover first 6 months of fiscal year.

⁷ Certified by the Social Security Board to the Secretary of the Treasury for payment into railroad unemployment insurance account in accordance with sec. 13 (d) and (f) of the Railroad Unemployment Insurance Act. The Connecticut State law does not provide for authorization by the State to the Secretary of the Treasury to transfer funds from the State account in the unemployment trust fund to the railroad unemployment insurance account in the unemployment trust fund. In accordance with sec. 13 (e) of the Railroad Unemployment Insurance Act, therefore, Connecticut withdraws from the unemployment trust fund amounts necessary for administrative expenses under the unemployment compensation law.

Source: Social Security Board (authorizations and apportionments), Bureau of Accounts and Audits (certifications).

with correspondingly small changes in employment. This comparative stability, resulting in part from the stable demand for consumer goods, indicates a reasonably steady demand for labor and a constant flow of supplies to the consumer.

The third important component of the Federal Reserve Board index, mineral production, showed a marked rise, reflecting primarily the requirements of durable-goods industries. Iron ore showed the largest rise, from 97 to 128.

The value of building construction contracts, measured by a 3-month moving average of F. W. Dodge Corporation data, declined 2 points during October, reflecting decreases in both public and private construction.

Employment and pay rolls, as well as production, rose during October with the largest increases in those industries which showed the greatest gains in production. The Bureau of Labor Statistics adjusted index of factory employment increased 3.8 percent, from 97.3 to 101.0; the unadjusted index moved from 100.0 to 103.3. Factory pay rolls, unadjusted, rose from 93.6 to 101.3.

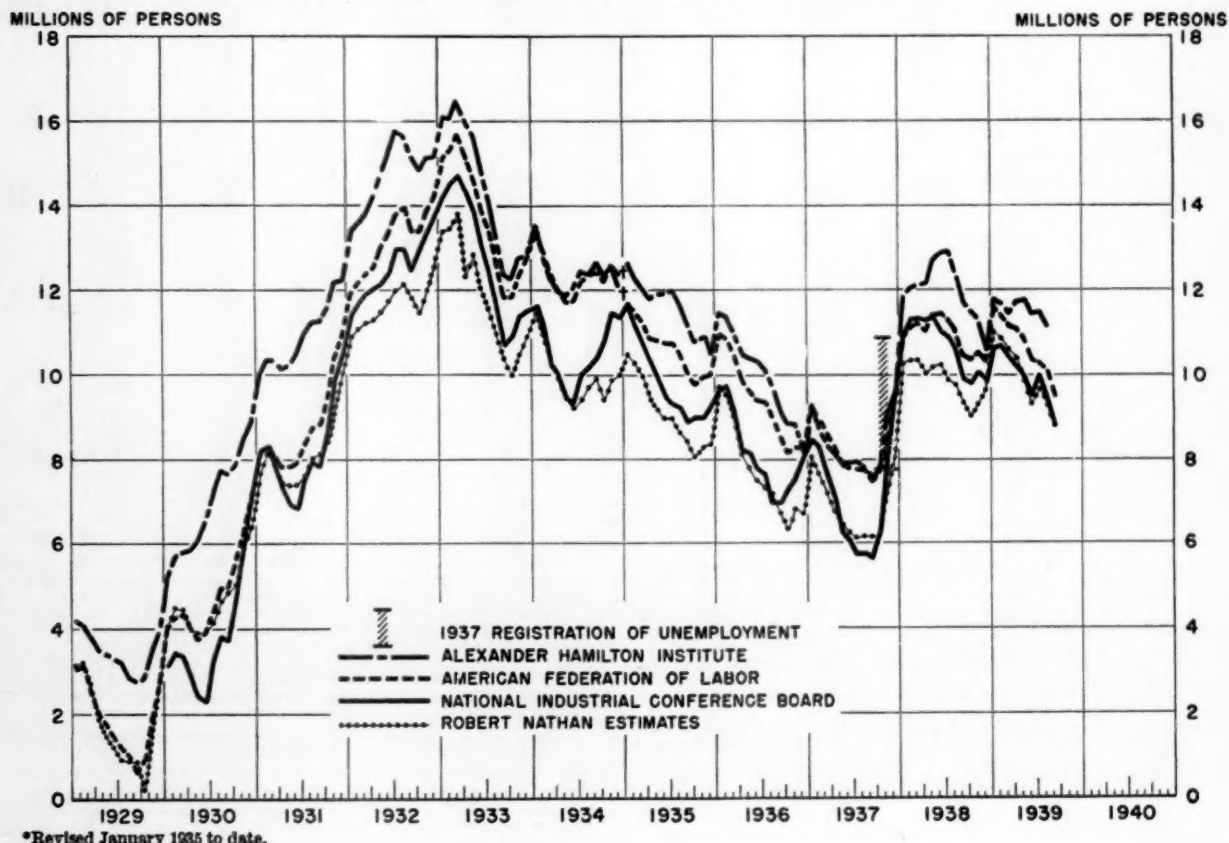
Employment and pay rolls in retail trade rose during the month, reflecting the usual seasonal increase. Wholesale trade also showed increases.

The wholesale price index of the Bureau of Labor Statistics rose from 79.1 in September to 79.4 in October. The index of retail food prices decreased 1 point to 78.0 during the month.

The Department of Commerce revised index of income payments, one portion of which is closely related to earnings, continued its gains, rising from 86.7 in September to 88.3 in October. The index of salaries and wages showed a parallel movement from 84.2 to 87.0. The index of compensation of employees in covered industry was 82 in October as compared with 79 in September.

Although it is impossible to anticipate the duration of the present expansion, it is reasonable on the basis of conditions prevailing up to and including October to anticipate that the increased level of activity, together with the seasonal expansion in consumer-goods industries, will be reflected in higher tax collections in the last quarter of 1939 and the first quarter of 1940.

Chart III.—Estimates of unemployment, January 1929–October 1939



RECENT PUBLICATIONS IN THE FIELD OF SOCIAL SECURITY

GENERAL

ALTMAYER, ARTHUR J. Address Before the American Federation of Labor, Cincinnati, 1939. *American Federationist*, Washington, Vol. 46, No. 11 (November 1939), pp. 1205-1213.

The Chairman of the Social Security Board discusses the major changes effected by the Social Security Act Amendments of 1939 in the fields of old-age and survivors insurance, unemployment compensation, and health and welfare services. The same issue of the *Federationist* contains an editorial on the Social Security Act Amendments of 1939 and on recommendations of the A. F. of L. for further changes.

GILL, CORRINGTON. *Wasted Manpower; The Challenge of Unemployment*. New York: Norton, 1939. 312 pp.

Considers the character, extent, and causes of unemployment in the United States; traces the steps for its relief; and undertakes to show the relationships among present programs for its alleviation. In particular, the functions of unemployment compensation, public works, the employment services, and a works program are discussed. The utility of work relief is emphasized. One chapter deals with unemployment in England, France, Germany, Italy, Russia, the Scandinavian countries, and others. The work contains a brief, classified bibliography.

HOHAUS, REINHARD A. "The New Federal Old-Age and Survivors' Insurance Plan." *Eastern Underwriter*, New York, Vol. 40, No. 40 (Oct. 6, 1939), pt. 2, pp. 86 ff. ("Life Insurance Salesmanship Edition 1939.")

The Social Security Act Amendments of 1939 which deal with old-age and survivors insurance are explained as "the result of typically democratic, educational processes which led to a better understanding of the basic principles involved." The author emphasizes the distinction between private and social insurance and declares that the amendments show "a decided growth in the grasp of the fundamentals of social insurance."

"Old Age Insurance Amendments." *Alabama Social Welfare*, Montgomery, Vol. 4, No. 2 (November 1939), p. 5.

Includes a description of old-age and survivors insurance provisions under the Social Security Act Amendments of 1939, and a statement of their effect on Alabama, issued by the Acting Regional Director of the Social Security Board in Birmingham.

"Proofs of Age Accepted by Five Agencies." *Vital Statistics—Special Reports* (U. S. Bureau of the Census), Washington, Vol. 7, No. 15 (Mar. 2, 1939), pp. 49-51. Processed.

Contains information prepared by the Bureau of the Census in cooperation with the Social Security Board and shows in tabular form the types of proofs of age accepted by the United States Department of State (passport

regulation), Social Security Board (Bureaus of Old-Age and Survivors Insurance and of Public Assistance), Railroad Retirement Board, Civil Service Commission, and Veterans' Administration.

"Protective Legislation for Agricultural Workers in Chile." *Monthly Labor Review*, Washington, Vol. 49, No. 4 (October 1939), pp. 890-892.

Data on legal protection for women and children in agriculture, paid vacations, hygienic housing, workmen's compensation, and compulsory health insurance.

ROUNDS, JOSEPH B. *Research Facilities of the International Labour Office Available to American Libraries*. Chicago: American Library Association, 1939. 70 pp.

"The constantly growing importance" of the International Labor Organization "as an institution of social and economic research" is brought out in this description of the I. L. O. library, the archives and general information section, and the publications. A concise account is also given of the organization of the I. L. O.

"Sees Social Security as Factor to But 1/6 of Buyers." *National Underwriter*, Life Insurance Edition, Chicago, Vol. 43, No. 45 (Nov. 10, 1939), pp. 8-9.

The title refers to one of several papers dealing with the relation of the social security program to life insurance, which are summarized in the article. Addresses before the 1939 Chicago meeting of the American Institute of Actuaries by the following speakers are noted: E. G. Fassel, Northwestern Mutual Life; M. A. Linton, Provident Mutual Life; R. A. Hohaus, Metropolitan Life; Earl F. Bucknell, Bankers Life of Iowa; George Immerwahr and Russell Reagh, United States Treasury Department; and R. J. Myers, W. R. Williamson, and John B. St. John, Social Security Board.

"Social Security Actuary Gives Views on the Present Act." *National Underwriter*, Life Insurance Edition, Chicago, Vol. 43, No. 45 (Nov. 10, 1939), p. 10.

Summary of an address and letter by W. R. Williamson, actuarial consultant to the Social Security Board, on the past and present provisions of the Social Security Act.

"Social Security Merit System Amendments." *Public Welfare News*, Chicago, Vol. 7, No. 11 (November 1939), p. 6. Processed.

A brief report of a meeting in October between representatives of the Social Security Board and seven State welfare administrators to discuss the Social Security Act amendments relating to the "establishment and maintenance of personnel standards on a merit basis."

U. S. BUREAU OF HOME ECONOMICS. *Family Income and Expenditures, Plains and Mountain Region. Part I, Family Income*. Washington: U. S. Government Printing Office, 1939. 330 pp. (Consumer Purchases Study: Urban and Village Series. U. S. Department of Agriculture, Miscellaneous Publication No. 345.)

This study of consumer purchases was conducted during 1935-1936 by the Bureau of Home Economics and the Bureau of Labor Statistics, with the cooperation of the National Resources Committee, the Works Progress Administration, and the Central Statistical Board. The present volume contains detailed information on the income of native white, unbroken families studied in small cities and villages in the Plains and Mountain Region.

U. S. NATIONAL RESOURCES COMMITTEE. *Consumer Expenditures in the United States; Estimates for 1935-36*. Washington: U. S. Government Printing Office, 1939. 195 pp.

This report "is based primarily on data obtained in the Study of Consumer Purchases, a Nation-Wide Works Progress Administration project conducted by the Bureau of Home Economics and the Bureau of Labor Statistics with the cooperation of the National Resources Committee and the Central Statistical Board. It shows how families and individuals in different groups spend their incomes and presents a broad national picture of the division of expenditures for the major classes of consumer goods and services." The two main parts are Average Patterns of Consumer Spending, and National Consumption in 1935-36. Includes charts, tables, summaries, and interpretative material.

U. S. WORKS PROGRESS ADMINISTRATION. DIVISION OF RESEARCH. *Urban Youth: Their Characteristics and Economic Problems; A Preliminary Report of the Survey of Youth in the Labor Market*. Washington: U. S. Works Progress Administration, 1939. 52 pp. Processed. (Division of Research, Series I, No. 24.)

"This survey is a so-called follow-up survey of urban youth. It follows the course taken by graduates from school, but unlike other such surveys, it records the experiences of youth between school and the date of interview." The field work was performed during the summer and fall of 1938 in Binghamton (New York), Birmingham, Denver, Duluth, St. Louis, San Francisco, and Seattle. From 30,000 detailed work histories data are given on the education of youth, entry into the labor market, method of learning of jobs, special difficulties in finding work, employment status, unemployment experiences and attitudes, occupations, earnings, and hours of work.

"Welfare Agencies in Kentucky." *Kentucky Department of Welfare Bulletin*, Frankfort, Vol. 1, No. 6 (September 1939), pp. 2-14. Processed.

A directory of private and public welfare agencies in Kentucky, divided into the following broad classes: agencies included under the Social Security Act; agencies not included under the Social Security Act, but largely operated by the Federal Government; State facilities; county facilities under private funds; private welfare agencies; and patriotic and civic clubs and organizations.

WINTERS, G. W. "Discussion of a Group Pension Plan." *Eastern Underwriter*, New York, Vol. 40, No. 39 (Sept. 29, 1939), pp. 20 ff.

A discussion designed to assist insurance representatives

to explain a typical group pension proposal "as a simple, straightforward matter, with nothing difficult about it." The basic provisions of such plans are described and their relation to the social security program is considered.

WOOSTER, T. J., Jr. "The Future Working Population." *Rural Sociology*, University, La., Vol. 4, No. 3 (September 1939), pp. 275-282.

Shows the relation of the unemployment problem to the large increase of births shortly after the World War, a situation which has given the United States its maximum increase in working population at a time when work opportunities are at a minimum. Discusses the implications for the labor market, for farm-city migration, racial composition of the working population, types of future dependent groups, eventual retirement policies, and other social and economic adjustments.

HEALTH AND MEDICAL CARE

BARTHAM, WILLIAM E. "Prevention of Blindness as Seen by a Commission for the Blind." *Sight-Saving Review*, Philadelphia, Vol. 9, No. 3 (September 1939), pp. 163-168.

On the basis of the experience of the Ohio Commission for the Blind, this article outlines a number of activities possible to such commissions in preventing loss of sight.

CITY CLUB OF NEW YORK. COMMITTEE ON SOCIAL WELFARE. *Health Insurance*. New York, March 4, 1939. 34 pp.

After more than a year of study, the Committee on Social Welfare of the New York City Club prepared this report containing a resume of the medical-care problem, the basic principles of a health plan, and a summary which concludes, in part, that "the most effective solution consonant with our democratic society is a program of health insurance," to be effected through revision of the Social Security Act. The appendixes contain information on foreign systems of health insurance, a tabular summary of more than 40 voluntary health plans in the United States, and a classified bibliography.

"Directory of State and Insular Health Authorities, July 1, 1939." *Public Health Reports*, Washington, Vol. 54, No. 43 (Oct. 27, 1939), pp. 1923-1936.

A directory of major administrative personnel and of public-health publications in the States and Territories.

DUBLIN, LOUIS. "The Problem of Maternity—A Survey and Forecast." *American Journal of Public Health*, Albany, Vol. 29, No. 11 (November 1939), pp. 1205-1214.

Concludes from the progress during the past 25 years in reducing the hazards of childbirth that "the movement for maternal welfare has finally come into its own." The author emphasizes the need for further progress and holds that current developments, including the entry of the Federal Government into the picture, makes the outlook "extremely promising."

"First State-Wide Voluntary Health Insurance Plan Makes Debut." *Medical Economics*, Rutherford, N. J., October 1939, pp. 24-28.

Comment by California doctors on the California Physicians Service, which provides medical and hospital care to subscribers for a flat rate of \$2.50 per month. Five thousand of the State's 7,500 doctors are on the panel from which the patient may make his choice.

GAYFORD, MURIEL. "A Medical Social Case Work Approach to the Development of an Eye Health Program." *Sight-Saving Review*, Philadelphia, Vol. 9, No. 3 (September 1939), pp. 192-203.

One of six articles in the September *Sight-Saving Review* on the prevention of blindness, as seen from different viewpoints. The medical case-work approach, it is pointed out, recognizes individual differences which require individualized treatment. A summary sets forth the basic objectives for sight conservation.

HARDIN, GWEN. "Prevention of Blindness as Seen by a Social Security Administrator." *Sight-Saving Review*, Philadelphia, Vol. 9, No. 3 (September 1939), pp. 177-184.

Describes the work of the division of the blind in the Washington State Department of Social Security during the first 2 years of its existence.

HARMON, PAUL H. "Division for Handicapped Children: A View of the Division for the Fiscal Year 1939-40." *Illinois Welfare Bulletin*, Springfield, Vol. 30, No. 9 (October 1939), pp. 10-12.

Statistics and comment on the Illinois Division for Handicapped Children, including data on funds available under the Social Security Act.

HIRSH, JOSEPH. "The Compulsory Health Insurance Movement in the United States." *Social Forces*, Chapel Hill, N. C., Vol. 18, No. 1 (October 1939), pp. 102-114.

"This paper is predicated on the thesis that the agitation for compulsory health insurance in the United States, for more than a quarter of a century, constitutes a social movement" of interest to the social scientist as well as the physician. In tracing the movement from 1907 to the present, the author distinguishes four distinct phases and gives the outstanding developments of each period.

JACKSON, F. W. "The Program of Medical Care in Manitoba." *Canadian Public Health Journal*, Toronto, Vol. 30, No. 10 (October 1939), pp. 479-487.

The Deputy Minister of Health and Public Welfare of the Province of Manitoba presents information on the general medical-care problems of the Province, statistics of illness, medical services to the unemployed, the "municipal doctor" plan adopted by many communities, and a recent study of morbidity in Manitoba.

KOSSORIS, MAX D., and KJAER, SWEN. "Industrial Injuries in the United States During 1938." *Monthly Labor Review*, Washington, Vol. 49, No. 4 (October 1939), pp. 869-883.

Detailed statistical information and comment for 1937

and 1938 are given for 19,177 establishments reporting to the Bureau of Labor Statistics.

MORRILL, W. P. "The Federal Hospital Building Program." *Hospitals*, Chicago, Vol. 13, No. 8 (August 1939), pp. 35-41.

The recommendations of the National Health Conference for expanding hospital facilities are critically discussed with respect to community needs, available staff, present occupancy, operating costs, and other points. A somewhat detailed analysis of six PWA general hospital projects in Michigan is included.

MOUNTIN, JOSEPH W. "Orientation in Public Health." *American Journal of Public Health*, New York, Vol. 29, No. 11 (November 1939), pp. 1193-1204.

Statistical charts and comment on the status of the Nation's health and the training of city and State public-health personnel. Includes data on annual illness rates from ten leading causes and by income class, percentages of persons served by clinics, hospital bed occupancy, and the training of official staffs.

PAGE, HARRY O. "Prevention of Blindness as Seen by an Interdepartmental Council." *Sight-Saving Review*, Philadelphia, Vol. 9, No. 3 (September 1939), pp. 185-191.

The experience of a New Hampshire interdepartmental committee on sight conservation during its first 18 months is said to show "the possibilities for a state program through coordination of its health, education, and welfare departments."

"The Platform of the American Medical Association." *Journal of the American Medical Association*, Chicago, Vol. 113, No. 22 (Nov. 25, 1939), pp. 1966-1968.

The platform drafted by the Board of Trustees of the American Medical Association contains eight points, each of which is commented on fully. A single Federal agency is recommended to coordinate and administer "all medical and health functions of the Federal Government exclusive of those of the Army and Navy." Public health and medical care for the sick are regarded as primarily local responsibilities, and "the continued development of the private practice of medicine" is recommended. Opposition is expressed to any substitution of "salaried government doctors for the private practitioner" or any change "which would make the private practitioner subject to the control of public officials."

PRICE, LEO. "Health Program of International Ladies Garment Workers' Union." *Monthly Labor Review*, Washington, Vol. 49, No. 4 (October 1939), pp. 811-829.

"The present report describes the functioning of a trade-union plan covering a large group of industrial workers, which provides medical care for its members who would themselves be unable to pay for such services." The author presents statistical and administrative information on the Union Health Center, established in New York in 1913, and on local union health insurance plans, which have expanded rapidly in recent years. Medical benefits, hospitalization, and death benefits are also described.

"Provisional Mortality Rates for the First Six Months of 1939." *Public Health Reports*, Washington, Vol. 54, No. 42 (Oct. 20, 1939), pp. 1890-1898.

Table and text showing mortality rates in 40 States for the first 6 months of 1939, with comparative provisional data for the corresponding period in 1937 and 1938.

"Revised Standard Birth, Death, and Stillbirth Certificates." *Vital Statistics—Special Reports* (U. S. Bureau of the Census), Washington, Vol. 7, No. 11 (Jan. 12, 1939), pp. 31-37. Processed.

"The final revisions of the Standard Certificates of Birth, Death, and Stillbirth are presented in this report. These are the official Bureau of the Census Standard Certificates for the decade 1940-1949 . . . Particular consideration was given to the expanding needs of the Social Security Board . . ."

WATTS, L. L. "The Virginia Commission for the Blind; Organization and Scope of Work." *Virginia Public Welfare*, Richmond, Vol. 17, No. 9 (September 1939), pp. 1 ff.

A description of five departments of the Virginia Commission for the Blind: executive, home teaching, vocational training, placement, and conservation of vision and prevention of blindness.

PUBLIC WELFARE AND RELIEF

"Amendments to the Social Security Act." *Tennessee Public Welfare Record*, Nashville, Vol. 2, Nos. 8-9 (August-September 1939), pp. 3-4.

Changes in the public-assistance program under the Social Security Act Amendments of 1939 are noted in relation to public welfare in Tennessee.

"Analysis of 1,137 Cases Accepted for Old Age Assistance from July 1938 to June 1939." *Relief and Public Assistance Statistics* (New Hampshire Department of Public Welfare), place not given, Vol. 2, No. 2 (August 1939), pp. 12-14 ff. Processed.

A table and comment on the characteristics of recipients of old-age assistance in New Hampshire accepted for aid during the past fiscal year, in comparison with 1937-38.

"An Analysis of Relief Cases With No Legal Settlement in Michigan." *Public Assistance in Michigan* (State Social Welfare Commission), Lansing, Vol. 6, No. 2 (April-June 1939), pp. 7-9.

A study of the persons receiving general relief in Michigan who have no legal settlement in the State. Includes statistical tables and a map showing the State of origin of nonsettled cases.

ARMSTRONG, DAVID W. "The Reorganization of the Massachusetts Department of Public Welfare." *Public Welfare News*, Chicago, Vol. 7, No. 11 (November 1939), pp. 2-4. Processed.

The temporary commissioner appointed to reorganize the Massachusetts State Department of Public Welfare reports the major accomplishments of his term under five

headings: (1) making the State department a purely administrative and supervisory body; (2) reorganizing the Division of Aid and Relief to provide generalized supervision and service to local welfare and old-age assistance boards; (3) establishing local supervisory districts; (4) establishing an appeals organization under a State supervisor of appeals; (5) making relief methods and administration uniform throughout the State.

BOLSTAD, A. C. "Steps Taken in Preparing Annual Relief Budget." *Public Welfare News*, Chicago, Vol. 7, No. 10 (October 1939), pp. 6-7. Processed.

The procedure followed in preparing the annual budget of the Minneapolis Division of Relief in conformity with the provisions of the city charter.

BROWN, ROY M. "Education for Public Welfare and Social Work: II. From the Point of View of the State University." *Social Forces*, Chapel Hill, N. C., Vol. 18, No. 1 (October 1939), pp. 65-70.

Quotations from several authorities on the nature of and training for social work are followed by the author's suggestions that "it may be . . . that the schools of social work need to look critically at the type of education they are offering . . . and that the curricula of schools of social work need broadening and enriching from the social sciences." This article should be compared with that by Miss Hathway, noted below.

CLEMENTS, RICHARD. "The Administration of Voluntary Social Service." *Public Administration*, London, Vol. 17, No. 4 (October 1939), pp. 355-364.

Information on the British National Council of Social Services and its work in rural areas, in new housing estates, and among the unemployed.

CLOPPER, E. N. *Child Welfare in Ohio*. Columbus: Ohio Child Welfare Planning Committee, 1939. 14 pp.

Ohio's resources for child welfare are described, and recommendations are made for a new children's code and for other specific improvements to raise the standards of care for children in need of aid.

ELLIS, WILLIAM J. "Public Welfare Administration in New Jersey." *Public Welfare News*, Chicago, Vol. 7, No. 11 (November 1939), pp. 4-6. Processed.

Summarizes the development of programs for aid to dependent children, aid to the needy blind, and old-age assistance in New Jersey. The importance of local administration is emphasized.

"Emergency Relief: July 1938-June 1939." *Public Assistance in Michigan* (State Social Welfare Commission), Lansing, Vol. 6, No. 2 (April-June 1939), pp. 18-23 and 27.

An over-all summary, with tables and charts, of the activities carried on during the past fiscal year by the Michigan State Emergency Welfare Relief Commission, which was abolished July 1, 1939. Includes data on relief by type of industry, reasons for opening and closing general-relief cases, sources of funds, employables on relief, shelter care, and surplus-commodity distribution.

FRIEDLANDER, WALTER A. "Social Work Under the Nazi Regime." *Social Work Today*, New York, Vol. 7, No. 2 (November 1939), pp. 9-11.

Changes in social work in Germany since the end of the Weimar Republic are attributed to "two main characteristics of National-Socialist welfare policy: sacrifice of the individual to the dictatorial State," and "the growth of a large party machinery in the field of welfare work and recreation." The author, formerly a social-work administrator in Germany, is on the staff of the University of Chicago School of Social Service Administration.

GIBBONS, MARY L. "Presidential Address." *Catholic Charities Review*, Washington, Vol. 23, No. 7 (September 1939), pp. 219-224.

Deals with Catholic charities in relation to new developments, including the effects of the Social Security Act. A continuation of grants-in-aid, with extension to general relief, is recommended.

GLASSBERG, BENJAMIN. "The Role of the Supervisor in a Public Welfare Agency." *Public Welfare News*, Chicago, Vol. 7, No. 10 (October 1939), pp. 4 ff. Processed.

Emphasizes the importance of supervision in improving the day-by-day performance of a public-welfare agency.

HATHWAY, MARION. "Training for Public Welfare and Social Work: I. From the Point of View of the American Association of Schools of Social Work." *Social Forces*, Chapel Hill, Vol. 18, No. 1 (October 1939), pp. 60-64.

Miss Hathway's article should be compared with that by Professor Brown, noted above. It considers briefly the training of present and future social workers by the graduate professional schools and includes a discussion of the types of courses approved. The relationship between the school and the field of active work is also discussed.

HENDRICKS, HAZEL A. "Training for Rural Social Work." *Survey Midmonthly*, Vol. 75, No. 11 (November 1939), pp. 338-339.

Points out that welfare service in rural districts has "had most of its growth since the passage of the Social Security Act in 1935" and is still confronted with an acute training problem, and that diversified duties make the usual technical professional education inadequate.

LUNDBERG, EMMA O. "Case Recording in Public Child-Welfare Agencies." *The Child*, Washington, Vol. 4, No. 4 (October 1939), pp. 105-108.

Information on activities of the Committee on Case Recording appointed in April 1938 by the Director of the Child Welfare Division of the Children's Bureau. Emphasis is placed on improving child-welfare recording in rural areas without recourse to fixed "standards" or "forms."

"Michigan's New Welfare Act." *Public Assistance in Michigan* (State Social Welfare Commission), Lansing, Vol. 6, No. 2 (April-June 1939), pp. 3-4.

A description of Act 280 of the Public Acts of 1939, Michigan, creating a State Department of Social Welfare, providing for relief at the county level, redefining eligibility requirements for public assistance, and making other provisions in the field.

MILLAR, MARGARET W. "Common and Specialized Services in Family and Children's Agencies." *The Family*, Albany, Vol. 20, No. 7 (November 1939), pp. 222-228.

Development, with illustrative cases, of the thesis that more integration is needed in the child-welfare field, to the end that functions such as foster care, protection for the neglected child, and aid to dependent children can be used in a single child-caring program instead of becoming specialized ends in themselves.

NATIONAL APPRAISAL COMMITTEE. *U. S. Community Improvement Appraisal; A Report on the Work Program of the Works Progress Administration*. Washington: National Appraisal Committee, April 1939. 62 pp.

The National Appraisal Committee was appointed by a number of organizations, including the American Municipal Association, the American Public Welfare Association, the Department of Adult Education of the NEA, the United States Conference of Mayors, and the Works Progress Administration. The report gives the results of a Nation-wide survey of the Works Progress Administration by 42 State Appraisal Committees chosen from university presidents and faculties, women's organizations, chambers of commerce, State officials, editors, ministers, and others. The final appraisal contains representative evaluations by States and statistical summaries of these opinions under the main headings of Physical Accomplishment and Human Accomplishment. "The Committee is in full accord with what it believes to be a maturing public conviction that the needy unemployed who are able to work should be furnished the opportunity for employment" through "an adequate long-time national program."

O'GRADY, JOHN. "The Relationship of Social Work to Government Today." *Catholic Charities Review*, Washington, Vol. 23, No. 8 (October 1939), pp. 238-240.

After tracing briefly some historical and philosophical phases in the development of private social work, the author indicates that the trial-and-error methods and political inspiration of public-welfare agencies lie behind the estrangement between public and private welfare. He suggests as a remedy a large-scale return to lay participation in service to the poor and underprivileged.

PIERCE, CLARENCE M. "The Approach Toward an Undifferentiated Caseload in Public Assistance in Erie County, New York." *Public Welfare News*, Chicago, Vol. 7, No. 10 (October 1939), pp. 5-6. Processed.

"The program of the Erie County Department of Social Welfare in working toward a generalized public assistance case load" is considered under the following headings: organization (under a single executive), training of staff, standard public-assistance budget, and standard evaluation and use of resources in public assistance.

"Prospects for Removing the Aged From Relief." *Public Assistance in Michigan* (State Social Welfare Commission), Lansing, Vol. 6, No. 2 (April-June 1939), pp. 5-7.

"A potential saving to the State of approximately \$600,000 a year could be realized, because of Federal

matching of State funds for old-age assistance, if those persons receiving general public relief who are eligible for old-age assistance were removed from the general public relief rolls to the old-age assistance rolls. In a survey conducted in March 1939 by the Emergency Relief Administration, it was disclosed that there were nearly 7,000 such cases receiving general relief."

"Public Assistance Recipients." *Alabama Social Welfare*, Montgomery, Vol. 4, No. 2 (November 1939), p. 9.

The characteristics of persons added to public-assistance rolls in Alabama from July 1, 1938, to June 30, 1939. The same issue contains a general evaluation of public welfare in Alabama.

"Recipients of Aid to Dependent Children." *Louisiana Public Welfare Statistics*, Baton Rouge, Vol. 2, No. 9 (September 1939), pp. 3-9.

An analytical summary, with charts and tables, of the characteristics of families and children approved for aid to dependent children since November 1, 1936.

SCHWARTZ, SAYA S. "Field Work for Research Students in a Public Welfare Agency." *The Compass*, New York, Vol. 21, No. 2 (November 1939), pp. 7-9.

The author holds that research training can best be acquired in public-welfare agencies and outlines a method which would permit students to obtain such training.

SHERILL, CLARENCE O. "Solving the Relief Problem." *Harvard Business Review*, Cambridge, Mass., Vol. 18, No. 1 (Autumn 1939), pp. 44-49.

On the basis of experience with Cleveland's relief system, the author holds that much waste in relief can be eliminated without hardships and without eliminating work programs. Contributions by the Federal Government, the States, and local governments are among the points recommended.

"Social and Economic Characteristics of Direct Relief Recipients." *Relief Statistics: Activities of the [New Mexico] Department of Public Welfare*, place not given, Vol. 3, No. 8 (August 1939), pp. 3-11. Processed.

A study in New Mexico "based on data on 1,521 direct relief cases which received assistance in May 1939. All information was reported by home visitors on social data cards filled out as a routine procedure in investigation of applicants." Includes composition of the case load, direct relief payments, and physical condition of direct relief recipients. Analysis of the social characteristics of the recipients is announced for the next issue of the journal.

"Social and Economic Characteristics of Persons and Households Receiving General Relief in Missouri." *Index of Public Assistance in Missouri*, Jefferson City, Vol. 2, No. 1 (January 1939), pp. 3-18; No. 2 (February), pp. 47-60; No. 3 (March), pp. 91-99; Nos. 4 and 5 (April and May), pp. 127-143.

A comprehensive study based on data obtained from 3,091 households receiving general relief in Missouri in October 1938. These were selected at random throughout

the State and comprised approximately 10 percent of all relief households. Part I deals with recipients of general relief, including their characteristics, and reasons for opening cases as well as time on relief. Part II deals with home ownership and the adequacy of housing facilities. Part III considers the health problem. Part IV studies relief household income and subsistence expenditures, and part V is entitled, "The Inadequacy of Relief Household Subsistence Budgets and Relief Grants."

SPRINGER, GERTRUDE. "Miss Bailey Goes Visiting; 'Why Can't They Let Us Alone?'" *Survey Midmonthly*, New York, Vol. 75, No. 11 (November 1939), pp. 340-341.

A "Miss Bailey" article on the effects at different administrative levels of pressure to effect economy in State public-assistance programs.

SPRINGER, GERTRUDE. "Pennsylvania's Unique Feat." *Survey Midmonthly*, Vol. 75, No. 11 (November 1939), pp. 336-338.

Describes "the methods by which Pennsylvania is performing the almost unique feat of reducing its old-age assistance rolls without recourse to the process known as 'slashing.'"

"The Tennessee Welfare Commission." *Tennessee Public Welfare Record*, Nashville, Vol. 2, Nos. 8-9 (August-September 1939), p. 9.

A brief history of the Tennessee Welfare Commission, which was responsible for needy unemployables after the liquidation of the FERA in 1935 and before the permanent Department of Institutions and Public Welfare in the State was created by law.

U. S. WORKS PROGRESS ADMINISTRATION. FEDERAL WRITERS' PROJECT. *These Are Our Lives; As Told by the People and Written by Members of the Federal Writers' Project of the Works Progress Administration in North Carolina, Tennessee, and Georgia*. Chapel Hill: University of North Carolina Press, 1939. 421 pp.

A collection of 35 brief life histories of Southerners, most of them having very small incomes. The stories, told in the words of the speaker, are designed to be faithful to the individuals and also to "give a fair picture of the structure of the workings of society." Agriculture, mill and factory, service occupations, and persons on relief are represented.

WALLACE, EDWIN W. *Streamlining a County Welfare Service*. Bay Shore, N. Y.: Long Island Forum, 1939. 8 pp.

A concise description and chart of the Nassau County, New York, Board of Public Welfare, established in 1938 under a new charter form of government for the county. The paper was originally published in the *Long Island Forum* for January 1939.

UNEMPLOYMENT AND UNEMPLOYMENT COMPENSATION

CALIFORNIA. GOVERNOR'S COMMISSION ON REEMPLOYMENT. *Report*. Sacramento: California State Printing Office, 1939. 95 pp.

The California Governor's Commission on Reemployment was appointed March 4, 1939, under terms of reference which included "the responsibility of determining the best way for setting up projects out of which the essentials of life for those in need may be produced" through work projects by the unemployed. The five recommendations, each of which is discussed in detail, are concerned with creation of a new State Planning Board, with a works program, agricultural surpluses, rural housing, and administrative practices. Among the measures advocated are a works program to be achieved through voluntary cooperatives and direct production projects under the supervision of the State. A bibliography of documentary material is included.

CINCINNATI. REGIONAL DEPARTMENT OF ECONOMIC SECURITY, and OHIO STATE EMPLOYMENT SERVICE. *Summary Report, W. P. A. Project No. Ser. 12-31-5147*. Place and date not given. 8 pp. Processed.

This project was "a demonstration study to determine the reasons for non-employment of 1,000 persons registered with the Cincinnati Employment Center but now receiving public assistance; and to devise means of restoring employability by retraining, correction of physical difficulties or emotional handicaps . . ."

"Claiming Your Rights Under Unemployment Compensation." *American Federationist*, Washington, Vol. 46, No. 11 (November 1939), pp. 1230-1237.

Specific advice to union members on applying for unemployment benefits, keeping account of wages, making appeals, and other points. The question of a single Federal system is discussed in connection with the status of migrants and multistate workers.

CONNECTICUT. COMMISSION ON EMPLOYMENT OF MEN OVER 45 YEARS OF AGE. *Report, May 17, 1939*. New York, Chicago, etc.: Commerce Clearing House (Legislative Reporting Service), 1939. 4 pp. Processed.

The Connecticut Commission was appointed April 12, 1939, pursuant to a resolution of the General Assembly on March 30. Its first report indicates the broad scope of the problem of the older worker in the United States and in Connecticut, describes the working methods of the Commission, and requests an extension of 2 years to study certain specified topics.

DONOVAN, W. LEONARD. "A Merit-Rating Study." *N. A. C. A. Bulletin* (National Association of Cost Accountants), New York, Vol. 21, No. 2 (Sept. 15, 1939), Sec. 2, pp. 110-122.

"This study was made at the suggestion of the treasurer of a company who was anxious to determine just what chance his concern had of obtaining a favorable rate adjustment of its pay-roll tax rate for unemployment compensation in the future." It is based on the Massachusetts law dealing with experience rating and contains detailed statistics on the employment record of the company and the possibilities for tax saving.

"Employment in Cincinnati, 1939." *Monthly Labor Review*, Washington, Vol. 49, No. 4 (October 1939), pp. 836-837.

A summary of the Eleventh Annual Employment Census of the Cincinnati Department of Public Welfare, taken in May 1939. Interviews with 170,000 employable individuals show an unemployment percentage of 16.08 percent, as compared with 20.15 percent in May 1938, and 30.43 percent in 1933. The tables show unemployment by race and indicate the trend from 1929 to 1939.

"Employment Service Reviews 12 Months' Work." *Monthly Bulletin* (Kentucky Department of Industrial Relations), Frankfort, Vol. 1, No. 10 (October 1939), pp. 3-6. Processed.

Reviews the activities of the Kentucky State Employment Service for the operating year ended October 1, 1939. Includes charts.

GORMLEY, FRED H. "Unemployment Compensation Program." *Alabama Social Welfare*, Montgomery, Vol. 4, No. 2 (November 1939), p. 7.

A summary, with examples and a table, of the Simpson Act, effective September 30, 1939, which revises the Alabama unemployment compensation program.

HADER, JOHN J. "A State-Federal Program for Training Employment Security Personnel." *Employment Service News*, Washington, Vol. 6, Nos. 10-11 (October-November 1939), pp. 6-8.

The recent reorganization of the employment security program is considered with reference to adequate training, through State-Federal cooperation, of the 36,000 employees in the combined placement and compensation branches throughout the United States. The article includes information from a questionnaire on training sent to the 51 State and Territorial agencies, and presents specific suggestions for training, including an outline designed for a typical State-agency program.

HAMMOND, GEORGE B. "Immediate Problems in Unemployment Compensation." *Compensator-Broadcast* (Ohio Bureau of Unemployment Compensation), Columbus, Vol. 2, No. 5 (July-August 1939), p. 3 ff.

This paper, dealing with the contribution structure of unemployment compensation, will be followed by a discussion of benefits. The author notes arguments for and against experience rating, concluding that conditions in Ohio are favorable to a fair trial of the scheme.

"How Can the U. S. Achieve Full Employment?" *Fortune*, Chicago, Vol. 20, No. 4 (October 1939), pp. 40-43 ff.

A discussion by "seventeen leaders of industry, labor, agriculture, finance, politics, and economic thought" concerning the "greatest domestic problem with which the U. S. is now confronted." The "encouragement of production and private investment" is regarded as imperative, and deterrents are analyzed for business, labor, agriculture, and government. Specific recommendations are made on the basis of an agreement by all the experts.

LEVINE, LOUIS, and LERNER, E. R. "Financial Aspects of Unemployment Compensation Experience." *Survey of Current Business*, Washington, Vol. 19, No. 9 (September 1939), pp. 12-18.

A statistical analysis of State unemployment compensation finance, to examine the question of reducing reserves

by liberalizing benefits or lowering contribution rates. The authors declare that the wide differences in the employment patterns of the States should be studied further before making important changes.

LIPHAM, DOROTHY R. "Interviewer and Interviewee." *Employment Service News*, Washington, Vol. 6, Nos. 10-11 (October-November 1939), pp. 14-16.

Notes on the importance of the interview to the employment security program, with practical suggestions for dealing with different types of applicants. The same issue contains an article on "The Interviewer's Responsibilities," by J. Ed Kaiser, which emphasizes the need to satisfy the employer.

MALONEY, MAJOR LEONARD J. "The Negro Unemployment Conference." *Monthly Bulletin of Placement and Unemployment Compensation Division* (Connecticut), New Haven, Vol. 4, No. 10 (October 1939), p. 4.

A report of the New England Regional Conference on Negro Employment Problems held in Boston, September 30: The Conference—one of a series being held throughout the United States—was arranged by the Chief of the Negro Placement Service of the United States Bureau of Employment Security.

NOLAN, RAYMOND V. "Our Vocational Guidance Program." *Employment Service of West Virginia*, Charleston, Vol. 5, No. 9 (September 1939), pp. 7-9. Processed.

Special activities and permanent programs carried on in Parkersburg, West Virginia, to promote a successful vocational-guidance plan. The extent to which guidance has been furthered by many organizations in the city is shown.

ODOM, WILLIAM E. "How Should Unemployment Compensation Costs Be Handled?" *N. A. C. A. Bulletin* (National Association of Cost Accountants), New York, Vol. 21, No. 2 (Sept. 15, 1939), Sec. 2, pp. 100-110.

Considers the ways in which cost accountants may allocate the tax on employers of eight or more persons with notes on the effect of different State laws. The author points out "the role the cost accountant plays in originating practices and policies leading to more economical operations."

"Opportunity Always Knocks Twice." *Fortune*, Chicago, Vol. 20, No. 5 (November 1939), pp. 68-71.

An illustrated description of the Emily Griffith Opportunity School in the Denver public school system. The school is said to represent an "empirical approach" to the unemployment problem and to benefit its 12,000 students by the extremely flexible and practical type of instruction.

PAPIER, WILLIAM. "The First Six Months." *Compensator-Broadcast* (Ohio Bureau of Unemployment Compensation), Columbus, Vol. 2, No. 5 (July-August 1939), p. 3 ff.

A summary of Ohio's record in organizing its Bureau of Unemployment Compensation, handling initial and continued claims, and effecting placement through the Employment Service Division. Statistical information is given for all the activities discussed.

"Should Strikers Draw Public Funds?" *United States News*, Washington, Vol. 7, No. 47 (Nov. 20, 1939), p. 7.

Variations in State unemployment compensation laws and benefit decisions concerning workers on strike are discussed in connection with labor disputes between the Chrysler Corporation and the United Automobile Workers.

"Unemployment in Philadelphia, 1938." *Monthly Labor Review*, Washington, Vol. 49, No. 4 (October 1939), pp. 838-840.

A summary of *Employment in Philadelphia, July-August 1938*, by Gladys L. Palmer, published by the Pennsylvania Works Progress Administration. Includes tables on the employment status of employable persons from 1929 to 1938, as well as figures for 1938 on sex, race, and nationality of the employed and unemployed. The same issue presents "Employment Status of Philadelphia Public-School Graduates of 1936."

"Unemployment Insurance Administrators Consider Basic Changes." *Social Security*, New York, Vol. 8, No. 8 (November 1939), pp. 5-6.

Summaries of addresses by George E. Bigge, Paul H. Douglas, and Roy R. Adams before the Interstate Conference of Unemployment Compensation Agencies, held in October at Indianapolis.

PUBLICATIONS OF THE SOCIAL SECURITY BOARD

Additions to the list of Board publications which appeared in the December 1938 issue of the Bulletin. A completely revised list will be published in the near future.

SEASONAL WORKERS AND UNEMPLOYMENT INSURANCE IN GREAT BRITAIN, GERMANY, AND AUSTRIA. Bureau Report No. 4, Bureau of Research and Statistics. Washington: U. S. Government Printing Office, 1939. 167 pp. 20 cents.

A survey of legal provisions and administrative practice through 1938, prepared for the Bureau of Research and Statistics by Franz Huber, who served temporarily on the Bureau staff while on leave from the Committee on Social Security of the Social Science Research Council. A brief

summary of the findings of the study on which this report is based appeared in the *Social Security Bulletin* for December 1938.

FOURTH ANNUAL REPORT OF THE SOCIAL SECURITY BOARD. Washington: U. S. Government Printing Office, 1939. 320 pp. 40 cents.

Report of the Board to the Congress for the fiscal year ended June 30, 1939. Includes supplementary data for the period July 1-October 31, 1939.

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